City of Calgary
Comprehensive Annexation

Calgary Regional Planning Commission's Submission to the Local Authorities Board

March, 1989

Calgary Regional Planning Commission
12.88.33

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CALGARY
REGIONAL
PLANNING
COMMISSION

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IVAN ROBINSON, M.C.I.P.
Director

90-04354/

File 11-50-06-03-31(0)

Fax: 287-1544

February 24, 1989

Mr. Ray Myroniuk
Manager - Territorial Services
Alberta Local Authorities Board
6 Floor, Pacific Plaza
10909 Jasper Avenue
Edmonton, Alberta
T5J 3L9

Dear Sir:

Re: City of Calgary Annexation Petition

Attached please find materials outlining the position of the Calgary Regional Planning Commission on the City of Calgary's annexation petition. I will present this material at the hearing beginning on March 7, 1989.

The Notice of Board Hearing states that a party representing an organization shall file with the Board proof of authority to act on behalf of that organization. Section 91.6 of the Commission's Organization Manual, effective June 24, 1981 and as amended, reads as follows:

> The Director:
>
> "6) is authorized to represent the Commission's position at any judicial or quasi-judicial proceedings, hearings or other meetings;"

I trust that this will satisfy the Board's requirements.

Yours truly,

Ivan Robinson

Ivan Robinson
Director

Attachments

BRIEF TO THE LOCAL AUTHORITIES BOARD
RESPECTING THE CITY OF CALGARY
ANNEXATION PETITION

BRIEF TO THE LOCAL AUTHORITIES BOARD RESPECTING THE CITY OF CALGARY ANNEXATION PETITION

Submitted by the Calgary Regional Planning Commission

ANNEXATION AND THE REGIONAL PLAN

The Calgary Regional Planning Commission acts as a referral agency in the annexation process. The Commission's comments are based upon criteria contained in the Regional Plan. These criteria ensure that regional growth objectives are satisfied. This annexation application has been reviewed by Commission staff and Members and this brief and attached staff report have been endorsed by the Commission.

1. The Regional Urbanization Strategy

In 1977, the "Findings and Recommendations" of the Calgary Region Growth Study was published. This Study was one background report published prior to the adoption of the Calgary Regional Plan and suggested, among other things, that the "unicity" concept of Calgary should be strengthened and applied to other incorporated centres. In Section 2.2., Strategies, the Plan outlines in more detail what this concept means:

> "2.2.2
>
> Calgary is the focus of urban expansion, but many towns and villages in the region are also increasing in size. Many of them are changing from rural service centres to more diversified communities. In some cases, commercial and industrial functions are increasing but much more slowly than the population. Also, there is a good deal of commuting from the country residential areas to the urban centres. This quasi-urban development is expanding the needed range in the rural areas for municipal services to land and people. Accordingly, the supply of land and services should be designed to meet these demands.
>
> 2.2.3
>
> The continuing regional planning policy is to encourage a distinct separation between rural and urban components. Outside urban areas, where agriculture and resource extraction predominate, intrusions by urban forms of development should be kept to a minimum.
>
> 2.2.4
>
> The existing incorporated urban centres hold the best opportunities for accommodating urban development because of the existence of urban services. Accordingly, higher densities and highly urbanized activities should continue to be encouraged to locate in the existing urban centres. To protect lands for long-term urban needs, this Plan makes provision for an Urban Fringe Part surrounding urban municipalities."

The Regional Plan establishes Urban Fringe Parts around all incorporated centres. The purpose of the Urban Fringe Parts is to protect future long-term (usually interpreted as 30-60 years) growth options for urban municipalities and to act as a buffer between urban and rural uses that may be incompatible.

2. The Regional Perspective on Annexation

In the context of this urbanization strategy, the Plan views annexation as a co-operative action of benefit to both urban and rural communities and outlines what criteria the Commission uses when evaluating annexation petitions:

> "4.10.4
>
> The annexation of land from a rural to an urban municipality should be a major step in urbanization indicating co-operative action. Further, a decision on annexation is also a decision on the future use of lands, and on the rate, form, and location of urban growth. If annexation is in accordance with good planning principles, it should be accepted as a positive measure to maintain the unity of urban communities, and as a means of reducing the impact of urbanization on the rural communities.

4.10.14

Urban municipalities should contain sufficient areas of land to make it possible for a Council to plan for the development of all urban uses attracted to the community for reasonable periods of time into the future. Consideration should be given to the availability of land for urbanization, the time required to plan and develop land for urban purposes, and the anticipated rate of growth. However, this should not be construed to imply automatic support for the annexation of large areas of land merely for the purpose of long-term jurisdictional control. Long range land requirements are protected through the Urban Fringe Part.

4.10.15

Annexation to urban municipalities should include areas of land sufficient in size to form complete development areas, or should constitute a logical extension of a development area.

4.10.16

Land being considered for annexation shall be evaluated and in this respect the following shall be considered:

(a) the need for the annexation according to present land and planning requirements;

(b) the ability of the urban municipality to provide urban services to the land;

(c) the long term direction of urban expansion;

(d) any proposals advanced regarding the future use of the land, the public benefits and amenities to be provided, and the interrelationship of the proposals with existing urban form;

(e) present and alternative land uses;

(f) impact on the municipality from which the land is annexed;

(g) alternative areas for urban expansion;

(h) the impact of any land use proposals on regional and local transportation and utility service systems;

(i) the protection of higher capability agricultural land unless no reasonable alternative growth directions exist;

(j) the physical character of land and any resources contained in or under the surface of the land."

3. Summary

In summary, the Regional Plan:

- encourages the growth and expansion of existing urban centres, in accordance with good planning principles;
- encourages a separation of urban and rural uses, thereby maintaining the unity of urban centres;
- provides for urban fringe policy areas around incorporated centres to protect future urban growth options in the long-term (usually 30-60 years);
- accepts annexation as a co-operative step in the regional urbanization process intended to satisfy urban land needs in the short-term (usually up to 30 years);
- provides criteria for the evaluation of annexation petitions.

It is the annexation application and the evaluation criteria in the Regional Plan to which we now turn.

EVALUATION OF THE PETITION

The City of Calgary has requested the annexation of 95 square miles of land primarily to the north and south of its existing borders, but also to the east and west, making it what is described locally as a "comprehensive" annexation application. This land has been requested to accommodate a population increase which is expected to bring the City's population to 1,151,300 people by the year 2020. Approximately 46 square miles of developable land are proposed for residential and related uses, while 7.5 square miles of developable land are proposed for industrial uses. The City's objective is to provide a 30 year land supply for each type of use within its boundaries.

1. The Need for Annexation

Section 4.10.16(a), the need for the annexation, is the first item to be examined.

> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (a) the need for the annexation according to present land and planning requirements;"

The City's annexation application is an outcome of its Long-Term Growth Management Strategy which was adopted by City Council in 1986 and subsequently incorporated into its General Municipal Plan in June 1988. The Strategy, as set out in the Calgary General Municipal Plan, was endorsed by the Commission as conforming to the Calgary Regional Plan on June 10, 1988. The City's Growth Strategy identifies annexation as an implementation tool necessary to put into effect a number of the Strategy's recommendations.

In analyzing the need for the land the City of Calgary has requested, three topics have been considered:

1) population projections;
2) housing demand;
3) land requirements.

Population Projections

The Commission accepts the most recent data available (September 1988) produced by the Corporate Resources Department of the City of Calgary, which projects that the City's population is expected to reach a likely maximum of 1,151,300 persons by the year 2020. This represents the City's desired 30-year period covered by their annexation proposal (1990-2020). The figure of 1,151,300 persons within the City by the year 2020 represents the high range of the population projections. The City of Calgary is therefore approaching its future growth requirements cautiously, ensuring that it will be capable of accommodating that scenario in an orderly, predictable manner. The Commission agrees that this approach should provide sufficient flexibility to accommodate all the growth which may occur in the next 30 years.

Housing Demands

The City's housing forecasts are generated directly from the population forecasts, as noted above. As such, the anticipated levels of housing demand reflect the same attitude of caution in planning for the possibility of the high range growth scenario.

The City's most recent housing forecast shows that they expect to face a demand for an additional 286,700 occupied housing units between 1990 and 2020. This total represents 9,560 housing units per year for a 30-year period.

Land Requirements - Residential

Based upon realistic levels of redevelopment in existing communities and the residential densities actually being achieved in new suburban areas, the City anticipates a requirement for 1,385 gross residential acres per year.
The City has a policy in its General Municipal Plan to ensure that at least a 30-year land supply exists within its jurisdiction at all times. Given an expected demand for 1,385 gross residential acres per year for the next 30

years, the City requires a total of approximately 65 square miles of residential land in suburban areas. The expected total supply of residential land within the City's current boundaries in 1990 will represent approximately 30 square miles of land. This leaves a shortfall of roughly 35 square miles of residential land which will be needed over the 30-year period, 1990-2020. To this figure must be added land requirements for major roadways, regional open space, institutional needs and major commercial sites. These areas add up to approximately 11 square miles, for a total of 46 square miles of residential and related urban uses. In this application the City has requested a supply of 46 square miles for residential and related urban uses.

Land Requirements - Industrial

The City desires, as part of a City-wide comprehensive annexation, to add approximately 7.5 square miles of developable land in the east sector, to increase its supply of large, unsubdivided industrial parcels. The City currently has in excess of 30 years of industrial land supply within its boundaries, and has indicated that these 7.5 square miles are necessary to augment the limited inventory of large parcels which presently exists within the City.

Approval of the annexation proposal in full would likely result in a greater supply of land, in terms of the "amount" of land under the City's jurisdiction than is needed for the next 30 years. However, the City's rationale for adding industrial land, to increase its supply of large, unsubdivided parcels, is valid. The Commission notes also that the affected rural municipalities do not object to the annexation.

2. Long-term Urban Expansion Areas

The preceding sections have looked at "need" arguments. The following section will examine sections (b), (c) and (g) of 4.10.16, which pertain to long-term urban expansion areas:

> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (b) the ability of the urban municipality to provide urban services to the land;
>
> (c) the long term direction of urban expansion;
>
> (g) alternative areas for urban expansion;"

The servicing systems, at a conceptual level, required to service the annexation areas were described in Technical Report #3 of the Long-Term Growth Management Strategy (1986).

The City's growth management policies support the Calgary Regional Plan since the proposed annexation requires the least expenditures for new municipal infrastructure. In short, the Commission is satisfied that services can be adequately provided to the annexation areas. As well, the growth corridors selected are logical, there has been an examination of alternative areas for expansion, and the second category of items, pertaining to the provisions in the Calgary Regional Plan, Section 4.10.16(b), (c) and (g) has been satisfied.

3. Present and Future Land Uses

The third grouping of items to be examined are Sections 4.10.14, 4.10.15 and 4.10.16(d), (e), and (h), present and future land uses.

> "4.10.14
>
> Urban municipalities should contain sufficient areas of land to make it possible for a Council to plan for the development of all urban uses attracted to the community for reasonable periods of time into the future. Consideration should be given to the availability of land for urbanization, the time required to plan and develop land for urban purposes, and the anticipated rate of growth. However, this should not be construed to imply automatic support of long-term jurisdictional control. Long range land requirements are protected through the Urban Fringe Part.

4.10.15

Annexation to urban municipalities should include areas of land sufficient in size to form complete development areas, or should constitute a logical extension of a development area.

4.10.16

Land being considered for annexation shall be evaluated and in this respect the following shall be considered:

(d) any proposals advanced regarding the future use of the land, the public benefits and amenities to be provided, and the interrelationship of the proposals with existing urban form;

(e) present and alternative land uses;

(h) the impact of any land use proposals on regional and local transportation and utility service systems;"

The Commission believes that the application is a comprehensive one, satisfying the requirements of 4.10.14 and 4.10.15. As well, the City's Growth Management Strategy provides details satisfying all three criteria of 4.10.16 as outlined above.

After having examined current and future land uses in the proposed annexation areas, the Commission is satisfied that the restrictions imposed by the Restricted Development Area (RDA) will be upheld by the Alberta Environment, the Airport Vicinity Protection Area for Calgary International Airport will be maintained through Provincial regulation and that the existing uses, in particular existing agricultural pursuits, will be afforded a sufficient measure of protection under the City's jurisdiction until such time as the landowners choose to develop their lands to new uses. As such, the Commission is satisfied that Sections 4.10.14, 4.10.15 and 4.10.16(d), (e) and (h) are being upheld in this annexation proposal.

4. Constraints to Development

The next items to be examined are Section 4.10.16(i) and (j) relating to constraints to development.

"4.10.16

Land being considered for annexation shall be evaluated and in this respect the following shall be considered:

(i) the protection of higher capability agricultural land unless no reasonable alternative growth directions exist;

(j) the physical character of the land and any resources contained in or under the surface of the land."

Higher Capability Agricultural Land

Higher capability agricultural land should be protected unless no reasonable alternative growth directions exist. Higher capability agricultural land is defined in the Calgary Regional Plan as:

"1.6.3 Agricultural Capability

(a) Higher Capability Agricultural Land: Land with Canada Land Inventory Capability for Agriculture Classifications 1 to 3 other than lands in the Rural Part which are described as lots containing 21 acres or less in either:

(i) a certificate of title granted on or prior to the date of approval of this provision by the Alberta Planning Board or the date of ratification of this provision by the Minister, if ratification is required, or

(ii) a written decision of approval of a Subdivision Approving Authority granted on or dated prior to the date of approval of this provision by the Alberta Planning Board or the date of ratification of this provision by the Minister, if ratification is required.

> At the discretion of the municipality land with other classes of CLI capability for agriculture may be included. The CLI rating may be subject to confirmation from site inspections, farm land assessment records, or other investigations. (Amended December 22, 1986.)"

The City of Calgary is basically surrounded by good agricultural land, with the exception of some land to the northwest and to the west of Calgary. There are no reasonable alternatives available to the City to accommodate future growth on lower capability lands. The Commission notes, as well, that the City has adopted a number of policies intended to support the maintenance of farm operations in the annexed areas until the land is required for urban development.

Regionally Significant Environmental Areas

Another constraint to be considered is regionally significant environmental features in the proposed annexation area. A number of significant environmental features exist within, or are immediately adjacent to, the proposed annexation area. These environmentally significant features, if annexed to Calgary, must be protected pursuant to the policies of the Regional Plan and the City's local planning documents. The Commission is confident that this will be the case.

Sour Gas Pools

Another development constraint that will limit urban development for the City of Calgary is the presence of sour gas. Proven sour gas reserves are located to the northeast, east and southeast of the current City boundary. The life of this resource spans a time frame of some 20 to 30 years. The City has, in conjunction with the ERCB, established a Sour Gas Constraint area and has, for the most part, avoided any annexation in this area. However, there are some small portions of the area proposed for annexation where there could be a conflict between future urban development and sour gas operations. The ERCB has not objected to the annexation but has recommended that these lands be left vacant of community development until the sour gas resources have been depleted. The Commission endorses this position. It is also noted that City Council has adopted a policy on this matter which states in part that:

> "the depletion of sour gas resources should occur in advance of urban development in these areas, to minimize the potential for conflict."

Conclusion:

The City of Calgary has no other growth directions available since it is basically surrounded by higher capability agricultural land. However, they must recognize the presence of sour gas and protection must be afforded for those environmentally significant areas that are included or impacted by this annexation. Section 4.10.16(i) and (j) are satisfied, based on the above discussion.

5. Impacts on Affected Municipalities

The fifth and final category to be examined is Section 4.10.16(f), relating to impacts on the municipalities of Rocky View and Foothills, from which the land is annexed.

> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (f) impact on the municipality from which the land is annexed."

The Hamlet of Shepard is included in the annexation petition, and as a part of the principles of agreement reached between the City of Calgary and the M.D. of Rocky View, a planning study is to be completed for the Hamlet and surrounding area since it is identified as an industrial growth corridor. It is understood that one objective of this study will be to maintain the local residents' present standard for as long as practically possible. The principles of agreement also stipulate that two area structure plans are slated for the west side of the City (Springbank area) in order to minimize possible future development conflicts. The Calgary Regional Plan, Section 4.10.16(f) has been satisfied, largely owing to the principles of agreement that have been struck between the City and the two rural municipalities directly affected by the proposed annexation.

SUMMARY AND CONCLUSIONS

In light of the preceding analysis, the following is a summary of the factors in favour of the annexation and of those against.

Factors in favour of the annexation are summarized as follows:

(a) The application is consistent with the strategic policies in the Regional Plan on regional urbanization.

(b) The annexation is a comprehensive one which has been considered in the context of a comprehensive review of the City's long-term growth strategy.

(c) The lands contained within the annexation area can be serviced and form a logical extension of adjacent land use patterns.

(d) All affected municipalities do not object to this annexation petition. The City has gone through an extensive public/municipal consultation process to arrive at a "made in the Calgary region" solution to annexation.

(e) The application, if approved, will provide local municipalities and residents with certainty as to where the City's long-term growth will occur. As part of their commitment to planning after annexation has occurred, the City will prepare planning studies for the Springbank and Shepard communities to provide greater planning certainty to these areas.

The factor against the annexation is:

(a) Sour gas constraints are present over several square miles of the proposed annexation area. These constraints must be taken account of in future planning and development. In the interim, the position of the City of Calgary, as noted in the attached ERCB letter, offers some protection, in conjunction with required setback distances. The Commission supports the view that these lands should be left vacant until the resource is depleted.

It is the Commission's conclusion that the factors in favour of the application significantly outweigh the one factor against it. The M.D.'s, which would lose jurisdiction, do not object to the annexation and have come to that position in the context of annexation and Urban Fringe negotiations with the City. This is in keeping with the Regional Plan's stress on inter-municipal co-operation on annexation, urban fringe and other land use planning matters.

The Commission is particularly supportive of the comprehensive nature of this annexation petition, which will make it possible for the City of Calgary to plan for the development of all urban uses attracted to its community for a reasonable period of time into the future.

Therefore, the Calgary Regional Planning Commission wishes to advise the Local Authorities Board that it supports the annexation petition by the City of Calgary.

ERCB

Energy Resources Conservation Board
640 Fifth Avenue SW
Calgary, Alberta
Canada T2P 3G4
Telephone (403) 297-8311
Telex 03-821717

01 November 1988

Calgary Regional Planning Commission
4303 - 11 Street S.E.
Calgary, Alberta
T2G 4X1

Attention: Mr. J. Rusling

Dear Mr. Rusling:

CITY OF CALGARY ANNEXATION PROPOSAL

The Energy Resources Conservation Board has reviewed the City's proposal for annexation and offer the following comments.

In previous correspondence on this subject and related subjects regarding annexation of land in the eastern half of Calgary, the Board has expressed ongoing concern regarding community development encroaching upon existing sour gas facilities (see attachment). The Board continues to hold those views. The issue of safety is of the utmost importance when considering developing lands in proximity to hazardous resources, as well as the recognition of nuisance factors particularily for residential developments. The ERCB encourages municipal planning bodies to maintain the greatest separation distance as practicably possible in support of these concerns. At the very minimum, the Board recommends that the prescribed separation distances set out in ERCB Interim Directives ID 87-2 and ID 81-3 be adhered to. At the same time the Board will urge operators in the area to deplete their resources in an expedited fashion.

The ERCB recognizes the City's desire to aquire the subject lands for administrative purposes and strongly supports the amendment to Recommendation No. 6, through the addition of subclause (d), approved by City Council 24 May, 1988 which states:

> "the depletion of sour gas resources should occur in advance of urban development in these areas to minimize the potential for conflict."

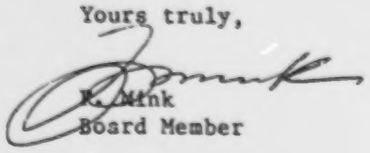
Although the City has stated that they do not have a predetermined time frame whereby development might occur in the northeast, east and southeast (Recommendation 6(b)), the City must recognize that according to the present setbacks outlined by the ERCB and Subdivision Regulations, a portion of the area formerly referred to as the Markborough Properties, lies within the recommended setback distances from level 4 sour gas facilities. These setbacks would prohibit any type of development occurring on these lands. Additionally, with respect to the smaller pockets of lands extending the City's boundary to the east, again the Board encourages that these lands be left vacant until the sour gas resources have been depleted in that area, in order to maintain the added buffer between them and what would probably be an extension of a densely developed residential area.

2...

As you may be aware the Board has and continues to be involved in a series of extensive studies which attempt to model and test the impacts of a sour gas facility failure. The Board has commissioned an independent contractor to carry out these efforts. The program involves monitoring and analyses of the release of a harmless tracer gas at low wind speeds and stable atmospheric conditions. These field tests will be conducted over the next two months, however it is expected that the results will not be available until early 1989. The Board will ensure that Calgary Regional Planning Commission and the City of Calgary will be kept informed of the results of these tests, particularly as it relates to the subject proposal.

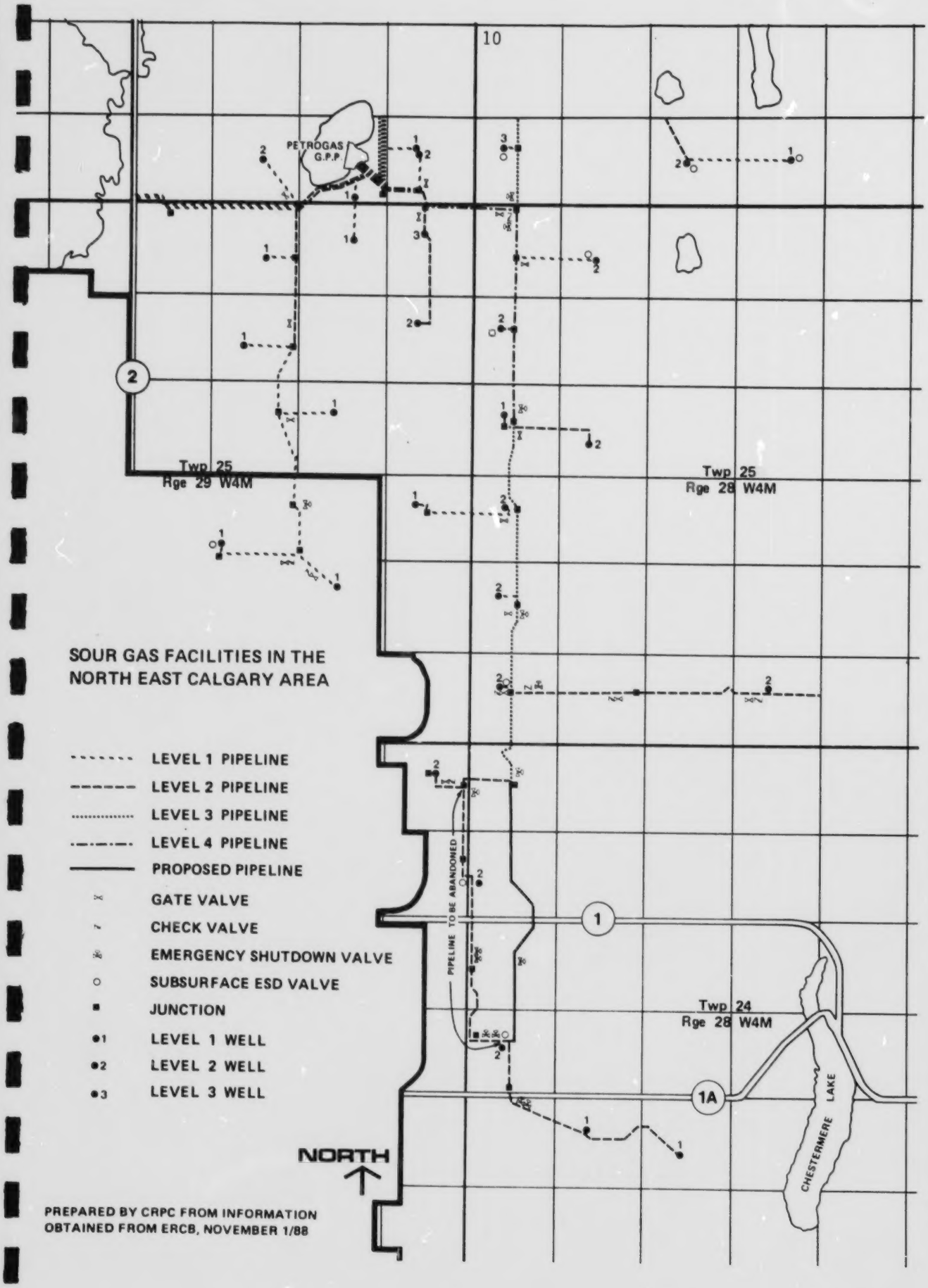
Thank you for the opportunity to comment on the annexation proposal, we trust our comments will be included in your report to the Local Authorities Board. Also please find enclosed a map of the Calgary area depicting the sour gas facilities found in the northeast segment.

Yours truly,



K. Mink
Board Member

CM/cmc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PIPELINE TO BE ABANDONED
CHESTERMERE LAKE
NORTH
SOUR GAS FACILITIES IN THE NORTH EAST CALGARY AREA
LEVEL 1 PIPELINE
LEVEL 2 PIPELINE
LEVEL 3 PIPELINE
LEVEL 4 PIPELINE
PROPOSED PIPELINE
GATE VALVE
CHECK VALVE
EMERGENCY SHUTDOWN VALVE
SUBSURFACE ESD VALVE
JUNCTION
•1 LEVEL 1 WELL
•2 LEVEL 2 WELL
•3 LEVEL 3 WELL
PREPARED BY CRPC FROM INFORMATION OBTAINED FROM ERCB, NOVEMBER 1/88

STAFF REPORT TO THE
CALGARY REGIONAL PLANNING COMMISSION'S
CO-ORDINATING AND RESEARCH COMMITTEE,
JANUARY 20, 1989

Staff Report to the Calgary Regional Planning Commission's
Co-ordinating and Research Committee

January 20, 1989

11-50-06-03-31(0)

SUBJECT: City of Calgary Comprehensive Annexation Application

1.0 BACKGROUND

The City of Calgary has petitioned the Local Authorities Board to annex approximately 95 square miles to the City from the M.D.'s of Rocky View and Foothills. The legal description of the affected lands are outlined in Appendix A and shown on Figure 1.

On July 22, 1986, Calgary City Council approved a Long-Term Growth Management Strategy for the City of Calgary. The Strategy is a set of policies which provide a framework for managing the City's growth in the foreseeable future. Council also approved, in principle, suggested annexation corridors and directed the Administration to proceed with work related to the preparation of a comprehensive annexation proposal.

Before embarking upon a major annexation request to the Local Authorities Board, the City of Calgary felt that there was a need to review existing growth management policies in order to respond to significant changes and conditions that were occurring in the City and the rural area. These were:

"1. expectations of a slower rate of economic and population growth than previously anticipated;

2. a recognition of the City's ability to finance major capital expenditures in light of Council's debt reduction policies;

3. an increased and more determined interest in protecting and improving established communities;

4. in some areas, the City is approaching major infrastructure thresholds (i.e. drainage systems to the south and east), and the City will be faced with a major decision to extend servicing;

5. the presence of sour gas constraints along the City's eastern edge;

6. the continued subdivision and development of country-residential uses along the west and northwest edges of the City which may, in a very short time, eliminate these areas as potential growth corridors for the City;

7. the importance of establishing long-term growth directions to provide a basis for the preparation of an Urban Fringe Amendment to the Regional Plan and to provide a realistic context for planning to occur in the adjacent rural municipalities."

Between July of 1986 and May of 1988 the City of Calgary completed technical work, as well as an extensive public consultation process, with respect to annexation. A non-statutory public hearing was held and an annexation petition was filed with the Local Authorities Board in September 1988. The annexation hearing will begin on March 7, 1989.

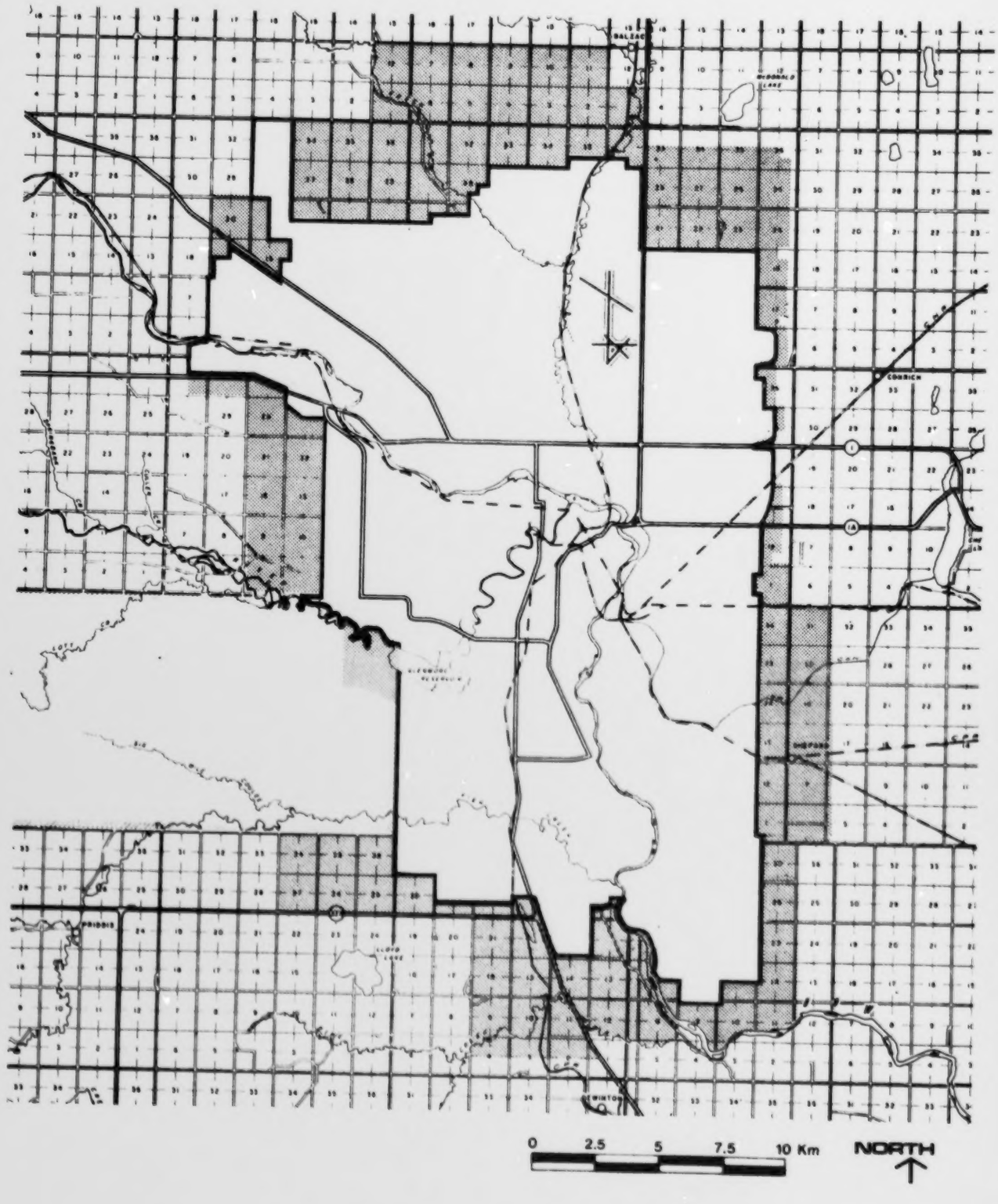
1.1 Purpose and Objectives of the Application:

Contained within the City's petition for annexation are the annexation's purpose and objectives. These are quoted as follows:

"The purpose of this annexation application is to bring within the corporate limits of the City of Calgary sufficient lands to enable the effective implementation

FIGURE 1

1988 CALGARY ANNEXATION PROPOSAL



of the City's Long-Term Growth Management Strategy. This Strategy was adopted by City Council on July 22, 1986 and incorporated into the Calgary General Municipal Plan on June 20, 1988. The Strategy, and the proposed annexation, together provide the framework necessary to foster the wise and prudent management of the City's investments and resources over the long-term.

The Long-Term Growth Management Strategy makes provision for the growth and development of Calgary for a period extending thirty years into the future. It does this by setting out policies to guide development in established areas of the City and by recommending actions to ensure that sufficient lands are included within the City's boundaries to accommodate new development. The Strategy pays particular attention to ensuring that the City's future growth will take place in an efficient and cost-effective manner. These considerations have had a major bearing on the selection of the areas proposed for annexation as part of this application.

The primary objective of this Petition for Annexation is the implementation of key aspects of the Long-Term Growth Management Strategy. It would achieve this objective by:

1. providing the amount of land required to ensure a thirty-year land supply for residential, industrial and other urban purposes;

2. providing options and flexibility for the housing market to operate competitively, which should help to restrain increases in house prices;

3. providing a measure of certainty with respect to future urban growth patterns, thereby facilitating major investment decisions for the utilities and transportation systems; and

4. providing a measure of long-term certainty and stability for surrounding municipalities in terms of Calgary's expansion plans.

A secondary objective of this Petition is to retain Calgary's favoured and logical position of having all urban development in the Calgary urban area under one jurisdiction. This "uni-city" principle has been a cornerstone of Calgary's growth management policies since the early 1960's. This annexation proposal, if approved, will ensure the continuation of this fundamental principle in Calgary for the foreseeable future."

Before providing any analysis of the City's application, it is important to understand the Commission's views on annexation, as contained in the Regional Plan. This, then, is the purpose of the following section.

2.0 ANNEXATION AND THE REGIONAL PLAN

The Commission's views on annexation can, for the most part, be summed up by the following three provisions in the Regional Plan:

"4.10.14

Urban municipalities should contain sufficient areas of land to make it possible for a Council to plan for the development of all urban uses attracted to the community for reasonable periods of time into the future. Consideration should be given to the availability of land for urbanization, the time required to plan and develop land for urban purposes, and the anticipated rate of growth. However, this should not be construed to imply automatic support for the annexation of large areas of land merely for the purpose of long-term jurisdictional control. Long range land requirements are protected through the Urban Fringe Part.

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(c) the long term direction of urban expansion;

(d) any proposals advanced regarding the future use of the land, the public benefits and amenities to be provided, and the interrelationship of the proposals with existing urban form;

(e) present and alternative land uses;

(f) impact on the municipality from which the land is annexed;

(g) alternative areas for urban expansion;

(h) the impact of any land use proposals on regional and local transportation and utility service systems;

(i) the protection of higher capability agricultural land unless no reasonable alternative growth directions exist;

(j) the physical character of land and any resources contained in or under the surface of the land."

As these sections indicate, the Commission typically views each application on its own merits, and the criteria listed in the provisions form the basis for each evaluation. Later in this report, this present application will be evaluated. Before this is done, however, it is important to understand the Plan's strategic views on regional urbanization.

In 1977, the "Findings and Recommendations" of the Calgary Region Growth Study was published. This Study was one background report published prior to the adoption of the Calgary Regional Plan and suggested, among other things, that the "unicity" concept of Calgary should be strengthened and applied to other incorporated centres. In Section 2.2., Strategies, the Plan outlines in more detail what this concept means. The following statements elaborate on this conclusion from the Growth Study.

"2.2.2

Calgary is the focus of urban expansion, but many towns and villages in the region are also increasing in size. Many of them are changing from rural service centres to more diversified communities. In some cases, commercial and industrial functions are increasing but much more slowly than the population. Also, there is a good deal of commuting from the country residential areas to the urban centres. This quasi-urban development is expanding the needed range in the rural areas for municipal services to land and people. Accordingly, the supply of land and services should be designed to meet these demands.

2.2.3

The continuing regional planning policy is to encourage a distinct separation between rural and urban components. Outside urban areas, where agriculture and resource extraction predominate, intrusions by urban forms of development should be kept to a minimum.

2.2.4

The existing incorporated urban centres hold the best opportunities for accommodating urban development because of the existence of urban services. Accordingly, higher densities and highly urbanized activities should continue to be encouraged to locate in the existing urban centres. To protect lands for long term urban needs, this Plan makes provision for an Urban Fringe Part surrounding urban municipalities."

The Regional Plan, therefore, encourages the growth and expansion of existing urban centres in accordance with good planning principles. The Plan also encourages a separation of urban and rural uses, thereby maintaining the unity of urban centres. To sum up, Section 4.10.4 states that:

"4.10.4

The annexation of land from a rural to an urban municipality should be a major step in urbanization indicating co-operative action. Further, a decision on annexation is also a decision on the future use of lands, and on the rate, form, and location of urban growth. If annexation is in accordance with good planning principles, it should be accepted as a positive measure to maintain the unity of urban communities, and as a means of reducing the impact of urbanization on the rural communities."

To protect urban growth options, the Regional Plan not only takes the preceding position on annexation, but also establishes Urban Fringe Parts around all incorporated centres. The purpose of this area is to protect future long-term (30-60 year) growth options for urban municipalities and to act as a buffer between urban and rural uses that may be incompatible. In contrast, land needs for up to 30 years are usually satisfied through the annexation process. The Urban Fringe Policies of the Plan are attached as Appendix B. The important conclusion, however, is that both short- and long-term growth options are protected under the Regional Plan.

Section 4.10.4, and many others in the Regional Plan, stress the importance of inter-municipal co-operation on annexation, urban fringe, and other land use matters. In fact, the Plan's Preface clearly states that "it is the Commission's duty to prepare and foster co-operative land use planning measures..." In this spirit, this annexation application has been prepared with a high degree of consultation and co-operation between the affected parties. The M.D. of Foothills and the M.D. of Rocky View do not object to this application, and both municipalities have negotiated comprehensive principles of agreement regarding annexation with the City. In the case of the M.D. of Foothills, the principles of agreement include such details as a cash payment in consideration of the impact of the annexation, how annexed properties would be assessed and taxed, and how road maintenance work in the annexed area would be undertaken. As well, the City has agreed to ask the LAB to leave under the ownership of the M.D. of Foothills those lands used for a transfer station and gravel pit in the annexation area.

The principles of agreement achieved with the M.D. of Rocky View cover details similar to those listed above. Other matters covered include schooling issues, the effective date of the annexation, poison and animal control, utilities and police services, weed control and the continuation of agricultural operations. In summary, both rural municipalities have negotiated comprehensive principles of agreement regarding annexation with the City, and both rural municipalities do not object to this application.

This process of inter-municipal consultation and agreement has also been extended to urban fringe issues. On December 9, 1988 the Commission approved a refined Urban Fringe Part Boundary and associated policies for the M.D. of Rocky View/City of Calgary urban fringe. These are shown in Appendix B. The M.D. of Foothills and the City of Calgary will be amending their urban fringe boundary within the next few months. The proposed Foothills/Calgary Urban Fringe Part Boundary is also shown in Appendix B.

With this background in mind, the following sections will provide an analysis of the City's application.

3.0 ANALYSIS OF THE SUBMISSION

As stated earlier, Section 4.10.16 of the Calgary Regional Plan is the Commission's "checklist" to be used when considering annexation referrals from the Local Authorities Board. Section 4.10.16(a), the need for the annexation, is the first item to be examined.

> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (a) the need for the annexation according to present land and planning requirements;"

3.1 Need for the Annexation

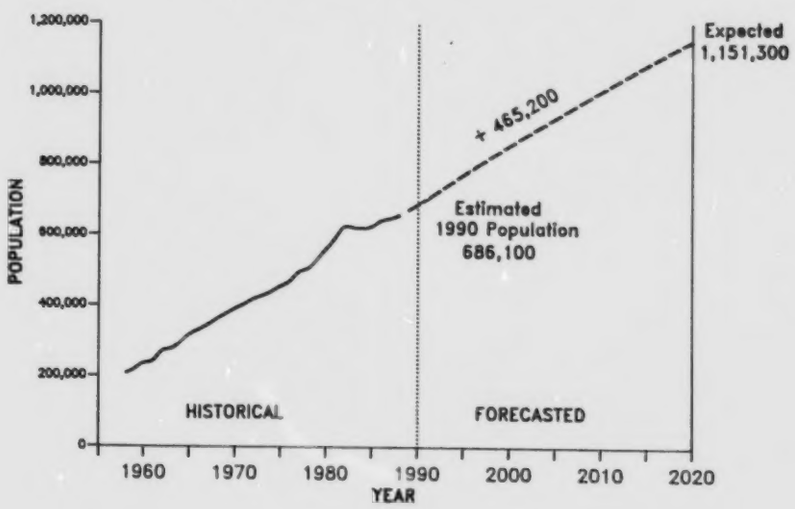
3.1.1 Population Projections

Population growth, creating pressures for more land for urbanization, is generally comprised of two factors - natural population increase (births minus deaths) and net migration.

The Commission accepts the most recent data available (September 1988) produced by the Corporate Resources Department of the City of Calgary, which projects that the City's population is expected to reach a likely maximum of 1,151,300 persons by the year 2020. This represents the City's desired 30-year period covered by their annexation proposal (1990-2020). The figure of 1,151,300 persons within the City by the year 2020 represents the high range of the population projections. The City of Calgary is therefore approaching its future growth requirements cautiously, ensuring that it will be capable of accommodating that scenario in an orderly, predictable manner. The Commission agrees that this approach should provide sufficient flexibility to accommodate all the growth which may occur in the next 30 years.

FIGURE 2

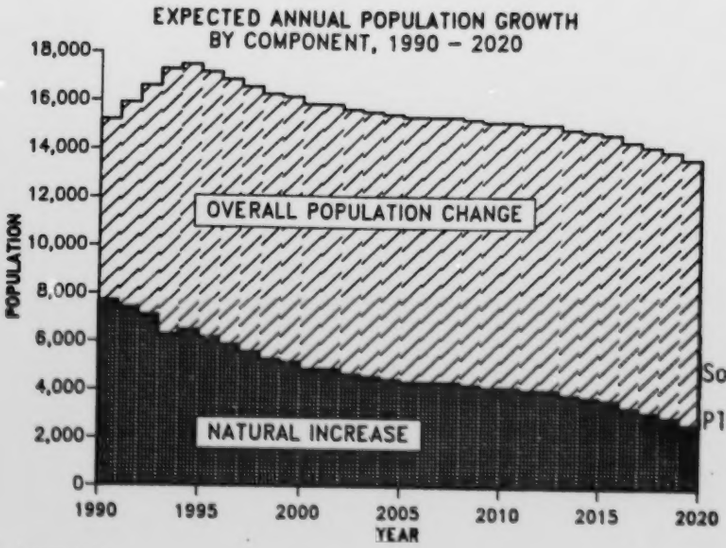
CALGARY'S POPULATION GROWTH
(HISTORICAL AND FORECASTED TO 2020)



Source: City of Calgary Planning and Building Department.

Figure 2.1 illustrates the contribution which natural increase makes to the total population forecast for the 30-year period 1990-2020. Recent City of Calgary growth indicates that natural increase contributes between seven and eight thousand people annually to the City's population growth. The contribution of natural increase, because of the aging population, is expected to decrease over time.

FIGURE 2.1



Source: City of Calgary Planning and Building Department.

3.1.2 Housing Demands

The City's housing forecasts are generated directly from the population forecasts, as noted above. As such, the anticipated levels of housing demand reflect the same attitude of caution in planning for the possibility of the high range growth scenario.

The City's most recent housing forecast shows that they expect to face a demand for an additional 286,700 occupied housing units between 1990 and 2020. This total represents 9,560 housing units per year for a 30-year period.

Apart from existing residents leaving the City and new people coming to live in the City, other factors which affect the demand for housing include the fertility rate, the occupancy rate and the natural life cycle of neighbourhoods. The fertility rate is the average number of births per woman. As can be seen by Figure 3, Calgary's fertility rate has gradually declined from a high of 2.80 in 1966 to a low of 1.56 in 1986. This represents a drop of about one third in the number of births per woman in Calgary during this period.

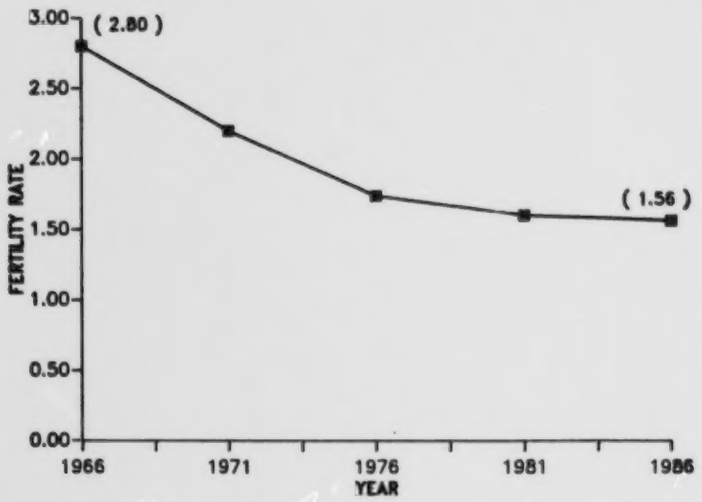
This decline in the fertility rate is matched by the decline in the single family occupancy rate, which is the average number of people per housing unit. Figure 4 shows that the single family occupancy rate for the central area of the City declined from a high of 3.47 persons per unit in 1968 to a low of 2.41 persons per unit in 1988, a drop of approximately one-third. This occupancy rate decline is reflected in the population total in single family houses for the central area of the City as shown on Figure 5. As in the previous two figures, totals have declined by about one-third.

Combined with the fact that fewer babies are being born than were previously, resulting in smaller families and lower occupancy rates, is the fact that urban neighbourhoods undergo a natural life-cycle which affects the number of housing units which will be needed in the future. As an example, Figure 6 shows the probable population decline in existing northeast communities over the next 15-25 years. These communities reflect trends common to many communities in the City. This figure shows that new suburban communities rapidly increase to their maximum populations because the majority of the residents are young couples with young children. As the children grow up and gradually leave the home, the existing community population declines. At the same time, demand for housing is generated by children who have left home and want housing of their own.

The above factors describe the cyclical nature of community population. They demonstrate that, as older communities lose population, demand for housing is generated by existing city residents entering the housing market. These factors contribute significantly to future residential land requirements.

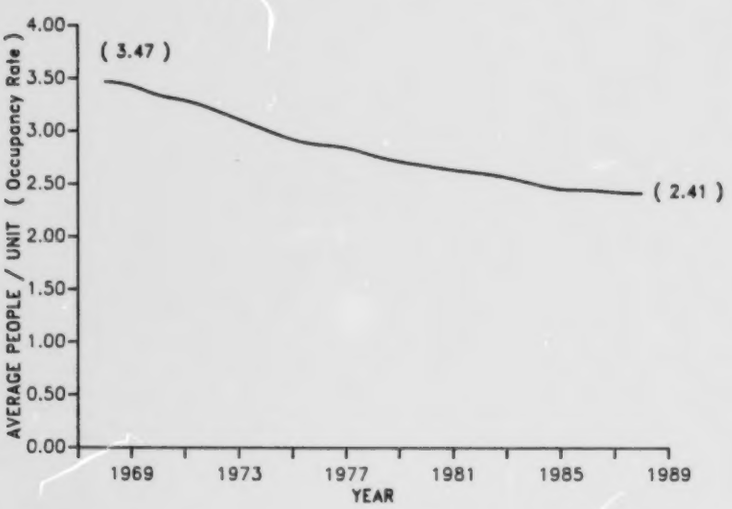
FIGURE 3

DECLINE IN CALGARY'S TOTAL FERTILITY RATE
1966 – 1986



Source: City of Calgary, Planning and Building Department.

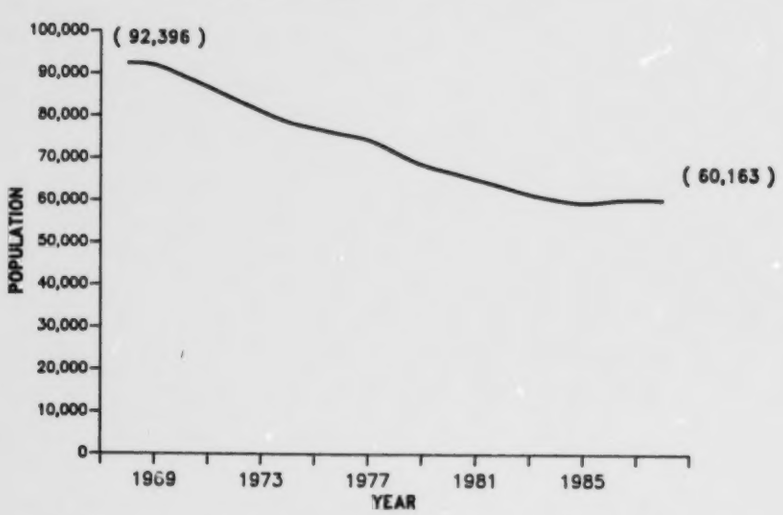
DECLINE IN THE SINGLE FAMILY OCCUPANCY RATE,
CENTRAL AREA, 1968 – 1988



Source: City of Calgary, Planning and Building Department.

FIGURE 5

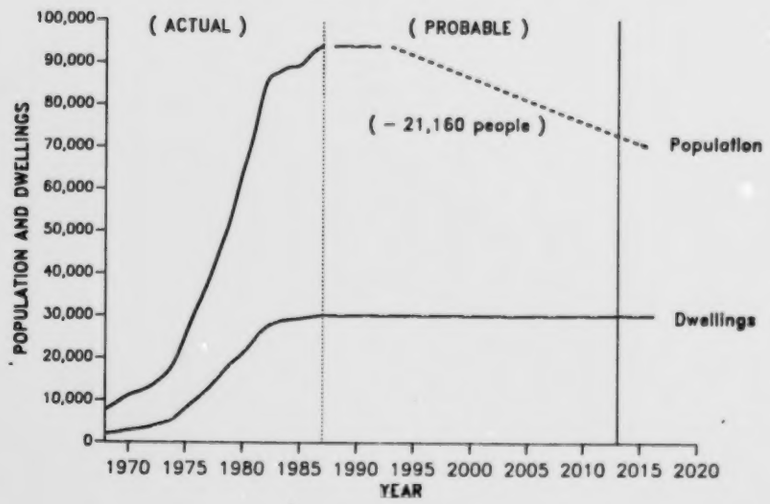
POPULATION DECLINE IN SINGLE FAMILY HOUSES,
CENTRAL AREA, 1968 – 1988



Source: City of Calgary, Planning and Building Department.

FIGURE 6

PROBABLE POPULATION DECLINE IN EXISTING COMMUNITIES,
NORTHEAST SECTOR, 15 – 25 YEAR TIMEFRAME



Source: City of Calgary, Planning and Building Department.

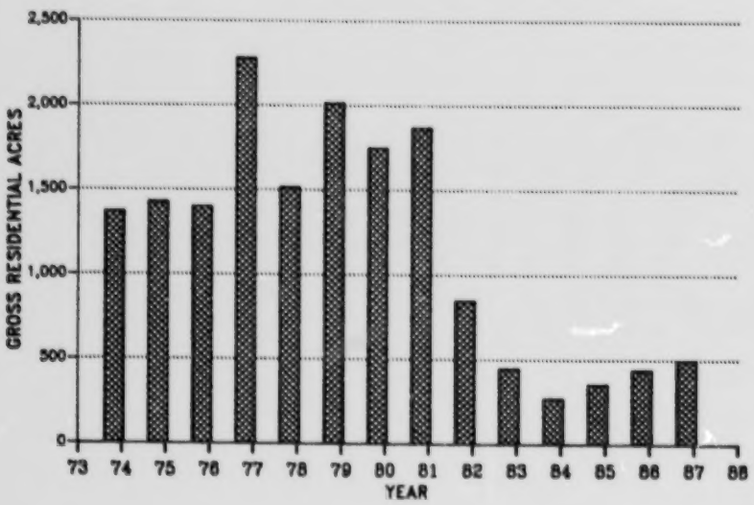
3.1.3 Land Requirements - Residential

Past Consumption

Figure 7 shows the amount of land subdivided for residential purposes during the period 1974 to 1987. This figure demonstrates that, because of both "boom" and "bust" cycles in the economy, it is difficult to predict the precise amount of land which will be required for residential purposes during the next thirty years.

FIGURE 7

GROSS RESIDENTIAL ACRES SUBDIVIDED,
1974 – 1987



Source: City of Calgary, Annual Residential Land Survey.

Existing Supply

The City of Calgary's most recent Residential Land and Housing Survey of December 31, 1987 shows that there is a total of 20,657 acres of unsubdivided, vacant land with a residential use potential available within the current City boundaries. This figure excludes land for major environmentally sensitive areas, floodways, future major parks, high school sites, freeways and major commercial developments. The City has

estimated that this supply will diminish by approximately 1,200 acres by 1990, the first year of the 30-year planning horizon.

Future Demands

Based upon realistic levels of redevelopment in existing communities and the residential densities actually being achieved in new suburban areas, the City anticipates a requirement for 1,385 gross residential acres per year. The City has a policy in its General Municipal Plan to ensure that at least a 30-year land supply exists within its jurisdiction at all times. Given an expected demand for 1,385 gross residential acres per year for the next 30 years, the City requires a total of approximately 65 square miles of residential land in suburban areas. The expected total supply of residential land within the City's current boundaries in 1990 will represent approximately 30 square miles of land. This leaves a shortfall of roughly 35 square miles of residential land which will be needed over the 30-year period, 1990-2020. To this figure must be added land requirements for major roadways, regional open space, institutional needs and major commercial sites. These areas add up to approximately 11 square miles, for a total of 46 square miles of residential and related urban uses. In this application the City has requested a supply of 46 square miles for residential and related urban uses.

TABLE 1
RESIDENTIAL LAND NEEDS

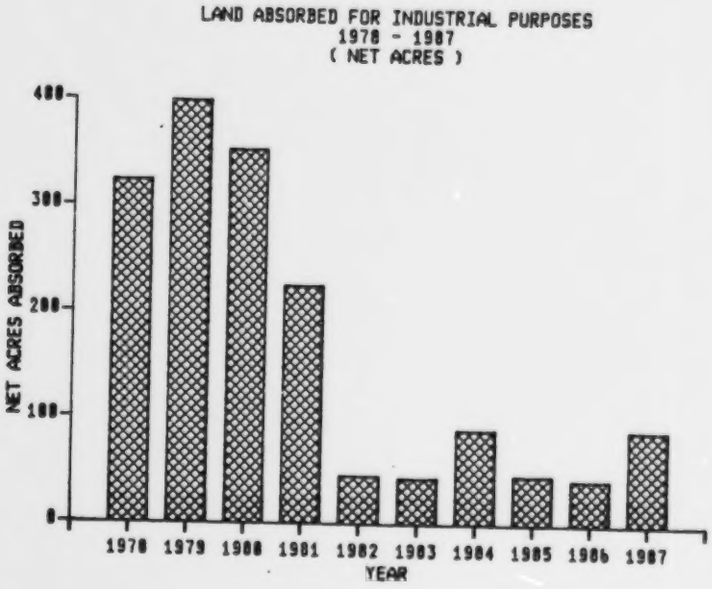
Residential land needed for 30 years (1990-2020) (high forecast)	=	65 square miles
Supply of residential land within City boundaries as of 1990	= -	30 square miles
Residential land which needs to be annexed	=	35 square miles
Land requirements for major roadways, regional open space, institutional needs, major commercial sites	= +	11 square miles
TOTAL		46 square miles
(residential and related urban uses)		

3.1.4 Land Requirements - Industrial

Past Consumption

Figure 8 shows the amount of land absorbed for industrial purposes during the period 1975 to 1987. As was the case with residential land, industrial land requirements are also subject to the changing nature of the economy. As with residential, predicting industrial land requirements must take account of past growth and continue to provide an element of flexibility.

FIGURE 8



Source: City of Calgary, Annual Industrial Land Survey.

Existing Supply

The City of Calgary's most recent Industrial Land Survey of June 30, 1988 shows that there is a total of 1,652 net acres of vacant, subdivided and developable industrial land available in the current City boundaries. This survey also shows that 7,687 gross acres of vacant land within the City limits will eventually be available for industrial development.

Future Demands

The City desires, as part of a City-wide comprehensive annexation, to add approximately 7.5 square miles of developable land, in the east sector, to increase its supply of large, unsubdivided industrial parcels. The City currently has in excess of 30 years of industrial land supply within its boundaries, and has indicated that these 7.5 square miles are necessary to augment the limited inventory of large parcels which presently exists within the City.

Approval of the annexation proposal in full would likely result in a greater supply of industrial of land, in terms of the "amount" of land under the City's jurisdiction than is needed for the next 30 years. However, the City's rationale for adding industrial land, to increase its supply of large, unsubdivided parcels, is valid. The Commission notes also that the affected rural municipalities do not object to the annexation.

The preceding sections have looked at "need" arguments. The following section will examine sections (b), (c) and (g) of 4.10.16.

"4.10.16

Land being considered for annexation shall be evaluated and in this respect the following shall be considered:

(b) the ability of the urban municipality to provide urban services to the land;

(c) the long term direction of urban expansion;

(g) alternative areas for urban expansion;"

3.2 Long-term Urban Expansion Areas

The second grouping of factors to be examined is that which pertains to long-term urban expansion areas. The City is proposing to grow in generally a north/south direction with more limited expansion to the east and west. This is a result of their key policy directions for growth, as contained in the Long-Term Growth Management Strategy - A Framework for Managing Change, prepared by the Planning and Building Department in April 1986 and approved by Calgary City Council on July 22, 1986. One of the key policies for new suburban communities is that:

> "...new suburban growth will be encouraged to use areas requiring the least expenditures for new municipal infrastructure by the City. The desirability of permitting new suburbs in particular locations will be evaluated with respect to minimizing municipal costs, satisfying current market conditions and other considerations specified in the short-term growth management decision-making model...."
>
> pg. 28 #7,
> Report I.

This policy has been a key factor in determining which lands would or would not be included in a petition for annexation. Commission staff have reviewed the technical information supplied by the City and staff are in agreement with this emphasis placed on minimizing municipal expenditures.

An assessment of the proposed lands for servicing capabilities by the City of Calgary has been completed by the City. At present, there are two sanitary treatment facilities serving the City and they can accommodate all of the existing lands in the current City boundaries plus those lands proposed to be annexed to the west and to the north. A new sanitary treatment facility will have to be constructed as the lands to the south and to the east of the City are developed. As well, the capacity of the existing treatment facilities will have to expand as they reach their maximums. In most cases, storm water can be managed through existing channels, however, a comprehensive design for storm water management is required on the east side as it develops. All of the proposed annexation lands can be serviced with water, however, additional infrastructure is required throughout all of the annexed lands. In short, Commission staff are satisfied that services can be adequately provided to the annexation areas.

After examination, the second category of items, pertaining to the provisions in the Calgary Regional Plan, Section 4.10.16(b), (c) and (g) has been satisfied.

The third grouping of items to be examined are Sections 4.10.14, 4.10.15 and 4.10.16(d), (e), and (h), present and future land uses.

> "4.10.14
>
> Urban municipalities should contain sufficient areas of land to make it possible for a Council to plan for the development of all urban uses attracted to the community for reasonable periods of time into the future. Consideration should be given to the availability of land for urbanization, the time required to plan and develop land for urban purposes, and the anticipated rate of growth. However, this should not be construed to imply automatic support of long-term jurisdictional control. Long range land requirements are protected through the Urban Fringe Part.
>
> 4.10.15
>
> Annexation to urban municipalities should include areas of land sufficient in size to form complete development areas, or should constitute a logical extension of a development area.
>
> 4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered.

(d) any proposals advanced regarding the future use of the land, the public benefits and amenities to be provided, and the interrelationship of the proposals with existing urban form;

(e) present and alternative land uses;

(h) the impact of any land use proposals on regional and local transportation and utility service systems;"

3.3 Present and Future Land Uses

Restricted Development Area

Surrounding the City of Calgary is the Restricted Development Area (RDA) which has been in place since 1976. In 1984/85, Alberta Environment revised the RDA, defining the current boundaries as shown on Figure 9. Development in this area is restricted and is permitted only after the authorization of the Minister.

The RDA consists of two parts. Firstly, there is the Transportation and Utility Corridor (TUC). The purpose of the TUC is to establish a utility and ring road system around the City of Calgary. To date, Alberta Environment and Alberta Public Works are still in the process of refining the route and acquiring lands.

The second part within the RDA is the environmentally sensitive lands. These lands are noted as having unique environmental characteristics and development is also restricted unless authorized by the Minister of the Environment. A full assessment of their significance is recorded in A Biophysical Inventory and Analysis of Three Environmentally Sensitive Areas within the Calgary Restricted Development Area, completed for Alberta Environment in 1984. It is unknown at this time how much of these lands would be available for development if requests were made to the Minister. To date, little development has occurred on these lands and expectations for full density development would be premature.

Airport Vicinity Protection Area

The Calgary International Airport, located in northeast Calgary, has a protection area surrounding the airport by means of an Airport Vicinity Protection Area Regulation (AVPA), established by the Lieutenant Governor in Council. The AVPA controls, regulates or prohibits the use and development of land through the Planning Act and any municipal statutory plans and land use by-laws relating to the area must conform to the Regulation.

Within the AVPA are Noise Exposure Forecast (NEF) Contours, which are lines joining points of the same potential noise annoyance. Types of development are regulated based on their location within the NEF Contours. For example, residential development cannot locate within NEF Areas of greater than 30. The 30 NEF contour is shown on Figure 9, and those contours ranked higher fall within the 30 NEF Contour. These lands within the 30 NEF contour would be more suitable for commercial, industrial or agricultural uses.

Current Land Use

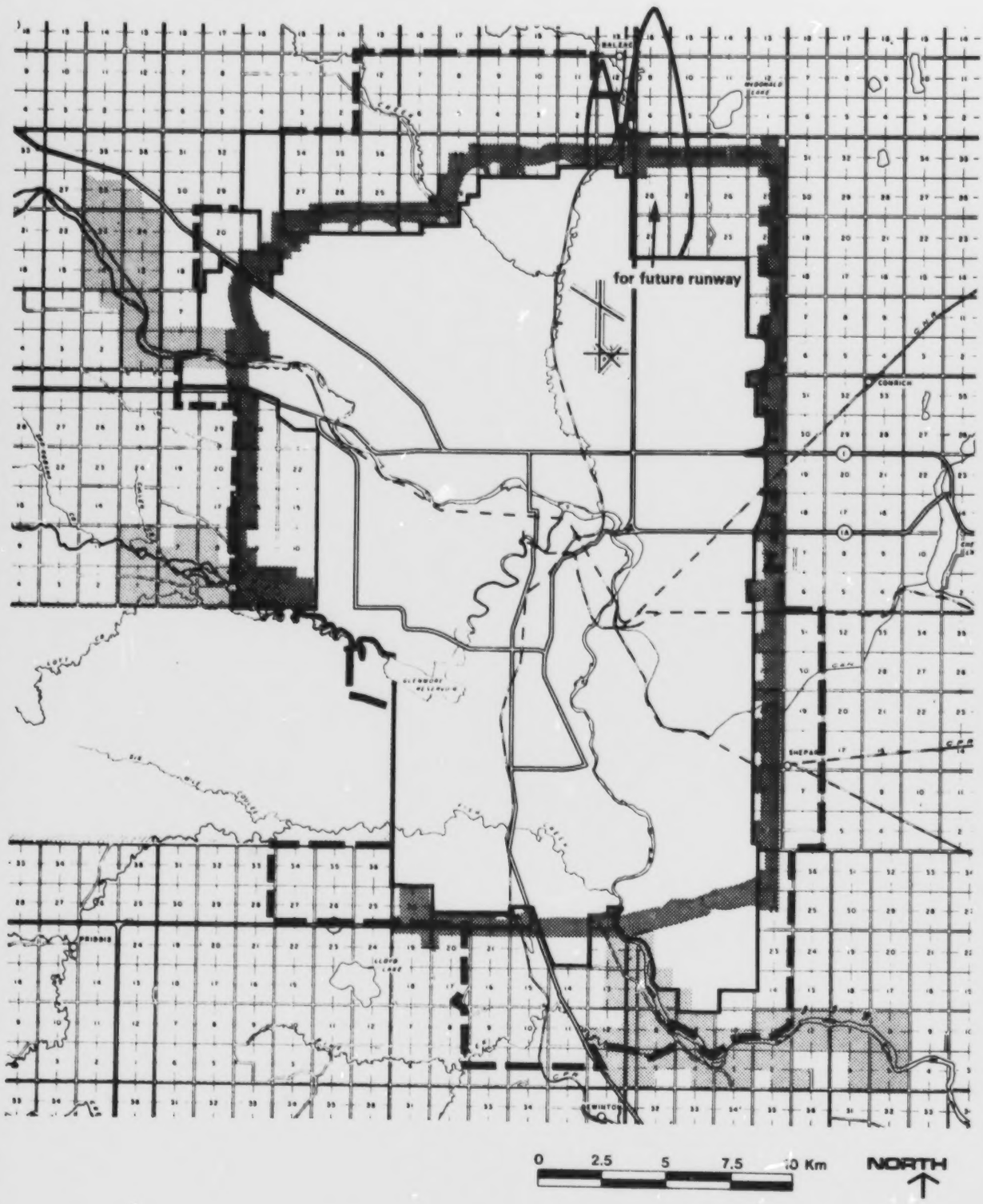
At the present time, the majority of the lands that are proposed to be annexed are presently utilized for agricultural pursuits. Residential land uses are more predominant on the west side of Calgary, east of the TUC, and in some areas to the northwest and to the south. There are a few commercial uses within the petitioned area, but their numbers are limited. Key assessment generators that are included in the petition are the Spy Hill Jail, the Spy Hill Landfill site and Canada Olympic Park. The City and the respective Municipal Districts, through their negotiations, have agreed to compensation for the annexation of these and other assessment generators.

The future uses of the petitioned lands are anticipated to be as follows:

° lands to the east, including the Hamlet of Shepard, will provide an extension of the existing industrial corridor within the City;

FIGURE 9

RESTRICTED DEVELOPMENT AREA AND NOISE EXPOSURE FORECAST (NEF) CONTOUR


for future runway
0 2.5 5 7.5 10 Km
NORTH
RESTRICTED DEVELOPMENT AREA / ENVIRONMENTALLY SENSITIVE AREAS
RESTRICTED DEVELOPMENT AREA / TRANSPORTATION UTILITY CORRIDOR
30 NEF CONTOUR LINE OUTSIDE CITY BOUNDARY
PROPOSED ANNEXATION BOUNDARY

- lands contained within the AVPA will provide additional lands for the warehouse/office and commercial developments presently located in the vicinity of Calgary International Airport; and
- the remaining lands will be utilized largely for residential and related uses.

The Commission believes that the application is a comprehensive one, satisfying the requirements of 4.10.14 and 4.10.15. As well, the City's Growth Management Strategy provides details satisfying all three criteria of 4.10.16 as outlined above.

The next items to be examined are Section 4.10.16(i) and (j) relating to constraints to development.

> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (i) the protection of higher capability agricultural land unless no reasonable alternative growth directions exist;
>
> (j) the physical character of the land and any resources contained in or under the surface of the land."

3.4 Constraints to Development

Higher Capability Agricultural Land

Higher capability agricultural land should be protected unless no reasonable alternative growth directions exist. Higher capability agricultural land is defined in the Calgary Regional Plan as:

> "1.6.3 Agricultural Capability
>
> (a) Higher Capability Agricultural Land: Land with Canada Land Inventory Capability for Agriculture Classifications 1 to 3 other than lands in the Rural Part which are described as lots containing 21 acres or less in either:
>
> (i) a certificate of title granted on or prior to the date of approval of this provision by the Alberta Planning Board or the date of ratification of this provision by the Minister, if ratification is required, or
>
> (ii) a written decision of approval of a Subdivision Approving Authority granted on or dated prior to the date of approval of this provision by the Alberta Planning Board or the date of ratification of this provision by the Minister, if ratification is required.
>
> At the discretion of the municipality land with other classes of CLI capability for agriculture may be included. The CLI rating may be subject to confirmation from site inspections, farm land assessment records, or other investigations. (Amended December 22, 1986.)"

Figure 10 identifies the location of the higher capability lands around the City of Calgary. The City of Calgary is basically surrounded by good agricultural land, with the exception of some land to the northwest and to the west of Calgary. There are no reasonable alternatives available to the City to accommodate future growth on lower capability lands.

Regionally Significant Environmental Areas

Another constraint to be considered is regionally significant environmental features in the proposed annexation area. A number of significant environment features exist within or are immediately adjacent to the proposed annexation area. These features can be located on Figure 11. These sites are identified in the Environmentally Significant Areas Study, completed by the Calgary Regional Planning Commission in November, 1983. This document is used as a basis for identifying regionally significant areas of environmental sensitivity, and assisting

municipalities with the identification and protection of locally significant sites. Locally significant sites are not addressed in this report; the following discussion is for regionally significant sites only.

All of the regionally significant areas identified on Figure 11 are water related features. There are three sloughs known as the Priddis Slough, the Radio Tower Slough and the Shepard Sloughs, and there are three water courses, the Elbow River, a portion of the Lower Bow River, and Fish Creek that have been identified.

The sloughs are important environmental waterbodies as habitat for migrating and nesting birds. Since the three sloughs are all in close proximity of the City of Calgary, they become an important resource for educational purposes as well.

The three water courses and their adjacent lands are extremely important to the waterbirds who migrate and nest along them, as well as ungulates. Two of these sites are contained within the Restricted Development Area, and identified as Environmentally Sensitive by Alberta Environment. They are the Elbow River Area and the Lower Bow River site. The shores of the Lower Bow River are considered to have a medium priority for nesting migratory birds and a high priority as a goose habitat. This site is also ranked critical for ungulates, such as white-tail and mule deer. It is a direct link to the Fish Creek system for wildlife migration as it is relatively undisturbed and the valley has topographic and vegetative diversity that provides a source of food and shelter.

The Bow River possesses one of North America's finest trout fisheries. It has an excellent to an international class sport fishery rating for Brown Trout and Rainbow Trout respectively. The Elbow River Valley is also an important natural environmental corridor between the Forest Reserve to the west and the City of Calgary for a wide variety of wildlife species. The Elbow River is an important spawning habitat for trout as well as a water supply for the City of Calgary. The Fish Creek area is an undisturbed section of the Fish Creek Valley located within the Sarcee Indian Reservation. It possesses characteristics comparable to those of Fish Creek Provincial Park and forms a continuous linear system linking the Weaselhead area in the City of Calgary with the Elbow River Valley and the Lower Bow River Valley.

These environmentally significant areas, if annexed to Calgary, must still be protected pursuant to the policies of the Regional Plan and the City's local planning documents. Staff are confident that sensitive land use planning will occur in these areas.

Sour Gas Pools

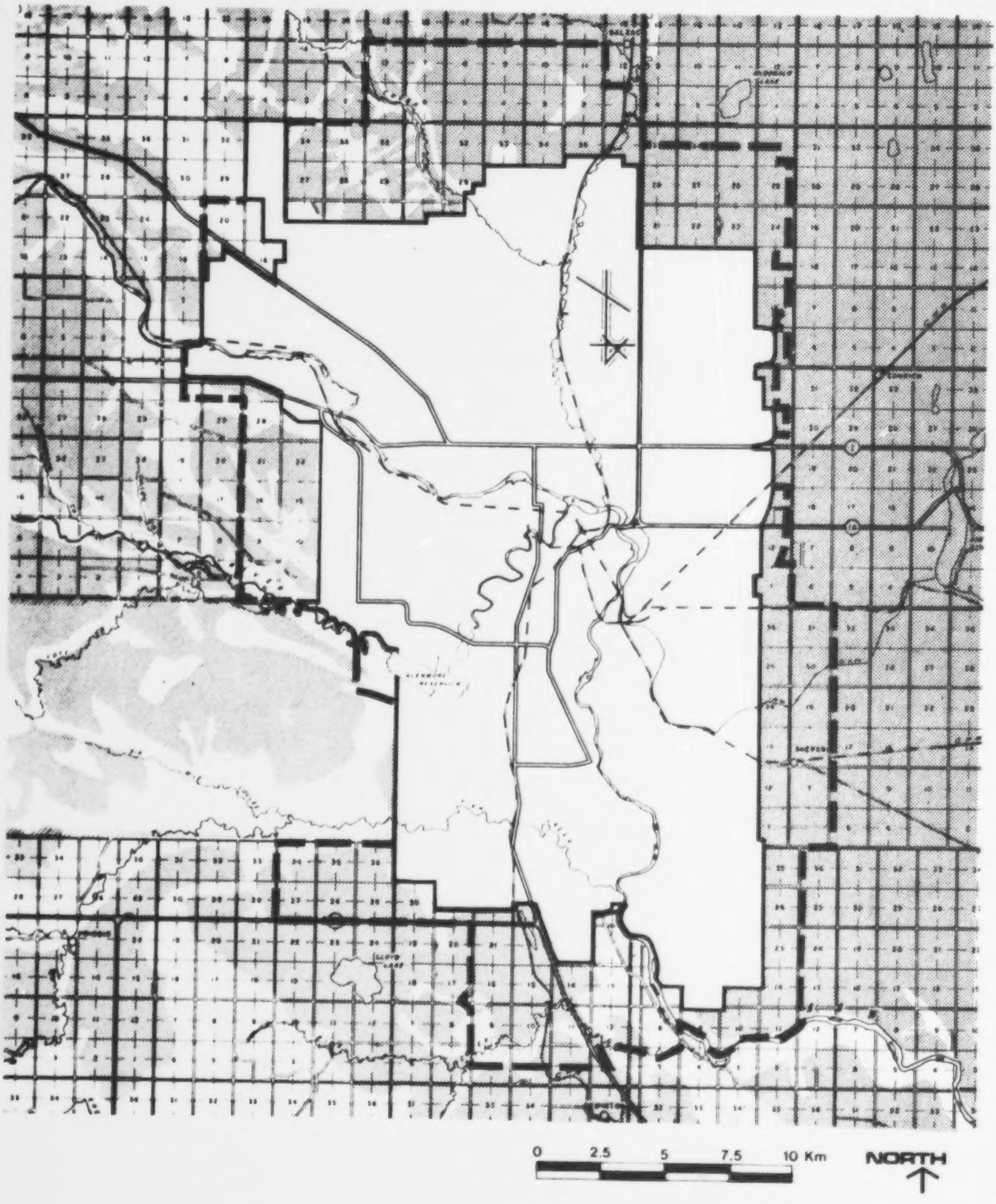
Another developmental constraint that will limit urban development for the City of Calgary in the immediate future is the presence of sour gas. The locations of the sour gas pools that constrain the City of Calgary are shown on Figure 11. The area outlined is "riddled" with wells, pipelines and plants ranging from Level 1 to Level 4, that involve development setback distances ranging from 0.1 kilometres to 1.5 kilometres. There are approximately 60 sour gas wells and 150 kilometres of sour gas pipeline in the northeast and east areas at present. This area shown on Figure 11 lies within the Primary Zone, as identified in the Sour Gas Study of the Calgary Region. The Primary Zone classification is applied to the lands which overlie the area of proven sour gas reserves (pools) which are currently being actively produced.

The Energy Resources Conservation Board, in its response to the Commission on this annexation proposal made the following remarks:

> "Although the City has stated that they do not have a predetermined time frame whereby development might occur in the northeast, east and southeast (Recommendation 6(b)), the City must recognize that according to the present setbacks outlined by the ERCB and Subdivision Regulations, a portion of the area formerly referred to as the Markborough Properties, lies within the recommended setback distances from level 4 sour gas facilities. These setbacks would prohibit any type of development occurring on these lands.

FIGURE 10

DEVELOPMENT CONSTRAINTS I



SOURCE: GENERALIZED FROM CANADA LAND INVENTORY MAPS

> Additionally, with respect to the smaller pockets of lands extending the City's boundary to the east, again the Board encourages that these lands be left vacant until the sour gas resources have been depleted in that area, in order to maintain the added buffer between them and what would probably be an extension of a densely developed residential area."

The issue of safety when considering the development of lands in the proximity to hazardous resources is of the utmost importance for the ERCB, and the Board recommends the separation distances as set out in the ERCB Interim Directives ID 87-2 and ID 81-3 be adhered to. Similarly the Board will urge operators in the area to expedite the depletion of their resources. A copy of this letter is attached in Appendix C. The Board, while not clearly opposed to this application, does express concern regarding urban development encroaching on existing sour gas facilities and encourages planning bodies to maintain the greatest possible separation distances. The Board supports the City's position that resource depletion should occur in advance of urban development and does recognize the City's desire to acquire the subject lands for long-term administrative purposes.

In short, the ERCB has not objected to the annexation but has recommended that affected lands be left vacant until the sour gas resources have been depleted. Staff endorse this position.

Topography

Topographic constraints may or may not pose limits to developability. However, if the slope of the land is greater than 15%, real restrictions exist regarding the extent and type of development that can occur. Figure 11 identifies the location of those lands exceeding 15% slope in the annexation area. The City of Calgary in their assessment of the proposed annexation considered lands with a slope of greater than 22% as undevelopable, and further examined the stability of those slopes greater than 15% and less than 22%. In doing so, those lands with slopes falling within that range were assessed as to their developability, and excluded from land available for development if the slopes or the soil were unstable. Commission staff have no concerns resulting from this analysis.

Of the 95 square miles included in this petition, more than 40 square miles are constrained by the transportation and utility corridor, environmental areas, fragmentation and existing land uses described in this section of the report.

Section 4.10.16(i) is satisfied based on the above discussion. The City of Calgary has no other growth directions available since it is basically surrounded by higher capability agricultural land. Section 4.10.16(j) has been satisfied, however all parties must recognize the constraints posed by the presence of sour gas and protection must be afforded for those environmentally significant areas that are included or impacted by this annexation.

The fifth and final category to be examined is Section 4.10.16(f), relating to impacts on the municipality from which the land is annexed.

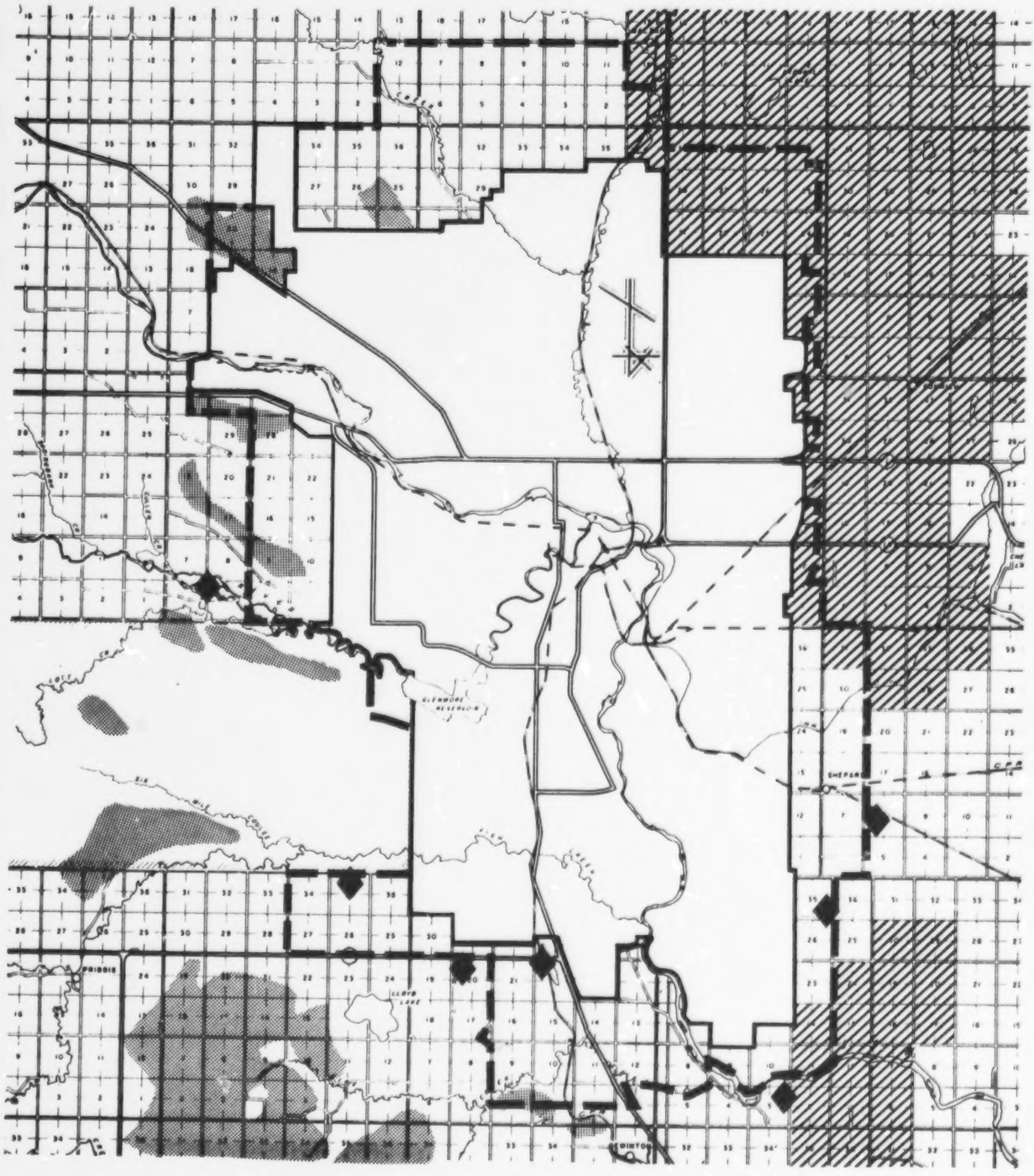
> "4.10.16
>
> Land being considered for annexation shall be evaluated and in this respect the following shall be considered:
>
> (f) impact on the municipality from which the land is annexed."

3.5 Impacts on Affected Municipalities

The two municipalities directly impacted by the proposed annexation, the M.D.'s of Rocky View and Foothills, have negotiated principles of agreement with the City of Calgary, and as a result, they do not object to the annexation. To help meet concerns expressed by Rocky View residents in the Springbank and Shepard areas, the City will prepare planning studies for these areas immediately after annexation. The principles of agreement cover several other land use and taxation matters aimed at meeting concerns identified by residents and their elected councils. (See Section 2.0 of this report.)

FIGURE 11

DEVELOPMENT CONSTRAINTS II



SOURCE: ENVIRONMENTALLY SIGNIFICANT AREAS OF THE CALGARY REGION
SOUR GAS STUDY OF THE CALGARY REGION
CALGARY REGION GROWTH STUDY

The City of Airdrie, at the non-statutory Public Hearing held on May 16, 1988 by the City of Calgary, made a written presentation to the Council of Calgary, that they do not object to the annexation proposal subject to a number of recommendations. The recommendations suggested by the City of Airdrie included evaluation of the remaining capital debt on that portion of the water and sewer line which is subject to the annexation proposal; minimizing the impact on the Rocky View School Division; negotiating an agreement pertaining to the Community Recreation and Cultural Grants; excluding Highway No. 2 from the annexation petition, leaving the responsibility with Alberta Transportation for this provincial resource; extending the urban fringe boundaries for the City of Airdrie and requesting Calgary's support; circulating major development proposals, area structure plans, etc. for that area to the north that has an impact on Airdrie; and finally requesting the support from the City of Calgary on the continued independence of Airdrie.

The Calgary Regional Plan Section 4.10.16(f) has been satisfied. This is largely owing to the principles of agreement that have been developed between the City and the two rural municipalities (see section 2.0).

4.0 SUMMARY AND CONCLUSIONS

In light of the preceding analysis, the following is a summary of the factors in favour of the annexation and of those against.

Factors in favour of the annexation are summarized as follows:

(a) The application is consistent with the strategic policies in the Regional Plan on regional urbanization.

(b) The annexation is a comprehensive one which has been considered in the context of a comprehensive review of the City's long-term growth strategy.

(c) The lands contained within the annexation area can be serviced and form a logical extension of adjacent land use patterns.

(d) All affected municipalities do not object to this annexation petition. The City has gone through an extensive public/municipal consultation process to arrive at a "made in the Calgary region" solution to annexation.

(e) The application, if approved, will provide local municipalities and residents with certainty as to where the City's long-term growth will occur. As part of their commitment to planning after annexation has occurred, the City will prepare planning studies for the Springbank and Shepard communities to provide greater planning certainty to these areas.

The factor against the annexation is:

(a) Sour gas constraints are present over several square miles of the proposed annexation area. These constraints must be taken account of in future planning and development. In the interim, the position of the City of Calgary, as noted in the attached ERCB letter, offers some protection, in conjunction with required setback distances. The Commission supports the view that these lands should be left vacant until the resource is depleted.

It is the staff's conclusion that the factors in favour of the application significantly outweigh the one factor against it. The M.D.'s, which would lose jurisdiction, do not object to the annexation and have come to that position in the context of annexation and urban fringe negotiations with the City. This is in keeping with the Regional Plan's stress on inter-municipal co-operation on annexation, urban fringe and other land use planning matters.

Staff are particularly supportive of the comprehensive nature of this annexation petition, which will make it possible for the City of Calgary to plan for the development of all urban uses attracted to its community for a reasonable period of time into the future.

Therefore, it is the staff position that the Calgary Regional Planning Commission advise the Local Authorities Board that it supports the annexation petition by the City of Calgary.

RECOMMENDATION: That the Committee recommend to the Commission:

1. That it advise the Local Authorities Board that it supports the annexation petition by the City of Calgary.

2. That the Staff Report and Brief to the Local Authorities Board be adopted.

Appendix A

Lands Contained in the Petition

1. (a) Township 26, Range 1, West of the Fifth Meridian:

Sections 1 to 11 inclusive.

(b) Township 25, Range 1, West of the Fifth Meridian:

All of the portions of Sections 19, 20, 29, 35 and 36 lying outside of the City of Calgary limit, as currently existing.

Sections 30 to 34 inclusive.

(c) Township 26, Range 2, West of the Fifth Meridian:

Sections 1 and 12.

(d) Township 25, Range 2, West of the Fifth Meridian:

All of the portions of Sections 16, 17 and 21 to 24 inclusive lying outside of the City of Calgary limit, as currently existing.

Sections 20, 25 to 27 inclusive and 34 to 36 inclusive.

(e) Township 24, Range 2, West of the Fifth Meridian:

All of the portions of Sections 27, 32 and 33 lying outside of the City of Calgary limit, as currently existing.

The Southeast 1/4 of Section 31.

Setions 3, 4, 9, 10, 15, 16, 21, 22 and 28.

(f) Township 23, Range 2, West of the Fifth Meridian:

All of the portions of Sections 25 and 36 lying within Plan RW 362 EM and lying outside of the City of Calgary limit, as currently existing.

(g) Township 22, Range 2, West of the Fifth Meridian:

Sections 25 to 27 inclusive and Sections 34 to 36 inclusive.

(h) Township 22, Range 1, West of the Fifth Meridian:

All of the portions of Sections 22, 23, 24, 25, 27, 28 and 29 lying outside of the City of Calgary limit, as currently existing.

That portion of the NW 1/4 of Section 1 lying west of Highway 2 (Plan 6622 JK).

The North 1/2 of Sections 2 to 4 inclusive.

Sections 9 to 16 inclusive, Section 21 and Section 30.

That portion of the SE 1/4 of Section 17 lying east of the road allowance (Plan 6413 I) and including Plan 6413 I.

That portion of the NE 1/4 of Section 8 lying within Title U-197.

(i) Township 22, Range 29, West of the Fourth Meridian:

That portion of Fractional Section 19 lying outside of the City of Calgary limit, as currently existing.

All of the portions of Section 15, 17 and 20 lying outside of the City of Calgary limit, as currently existing.

All of the portions of Sections 3, 4, 9, 10 and 11 lying north of the Bow River.

Fractional Sections 7 and 18.

That portion of Fractional Section 6 lying north of the centre line of Pine Creek.

That portion of Section 5 lying north of the centre line of Pine Creek.

Sections 8, 14, 23, 26, and 35.

(j) Township 23, Range 28, West of the Fourth Meridian:

Sections 6, 7, 18, 19, 30 and 31.

(k) Township 23, Range 29, West of the Fourth Meridian:

All of the portions of Sections 1, 12, 13, 24, 25 and 36 lying outside of the City of Calgary limit, as currently existing.

(l) Township 24, Range 29, West of the Fourth Meridian:

That portion of Section 1 lying outside of the City of Calgary limit, as currently existing.

Legal Subdivisions 3, 6, 7, 10, 11, 14 and 15 of Section 12.

All the portions of the NW 1/4 and SW 1/4 of Section 13 lying outside of the City of Calgary limit, as currently existing.

Legal Subdivisions 2, 7, 10 and 15 of Section 13.

All the portions of the NW 1/4 and SW 1/4 of Section 25 lying outside of the City of Calgary limit, as currently existing.

Legal Subdivisions 7, 10 and 15 of Section 25.

All of the portions of the NW 1/4 and SW 1/4 (Legal Subdivisions 3, 6, 11, 13 and 14) of Section 36 lying outside of the City of Calgary limit, as currently existing.

(m) Township 25, Range 29, West of the Fourth Meridian:

All of the portions of the NW 1/4 and SW 1/4 of Section 1 lying outside of the City of Calgary limit, as currently existing.

Legal Subdivisions 2, 7, 10 and 15 of Section 1.

The NW 1/4 and SW 1/4 of Section 12 and Legal Subdivisions 7, 10 and 15 of Section 12.

The NW 1/4 and SW 1/4 of Section 13 and Legal Subdivisions 2, 7 and 10 of Section 13.

Sections 21 to 23 inclusive.

The NW 1/4 and SW 1/4 of Section 24 and Legal Subdivisions 2, 7, 10 and 15 of Section 24.

The NW 1/4 and SW 1/4 of Section 25 and Legal Subdivisions 2, 7, 10 and 15 of Section 25.

Sections 26 to 28 inclusive.

The South 1/2 of Sections 33 to 35 inclusive.

The SW 1/4 of Section 36 and Legal Subdivision 2 of Section 36.

And all government road allowances and government road allowance intersections intervening and adjoining the above-described lands, excluding the following:

(a) That portion of the roadway plan for Highway Number 2 (Plan 7598 J.K., Plan 763 L.K., and Plan 187 H.X.) lying adjacent to Section 1, Township 26, Range 1, West of the Fifth Meridian.

(b) That portion of the roadway plan for Highway Number 2 (Plan 7598 J.K. and Plan 499 H.X.) lying adjacent to the Northeast 1/4 of Section 36, Township 25, Range 1, West of the Fifth Meridian.

(c) All of the road allowance for Highway 566 lying adjacent to Sections 7 to 11, Township 26, Range 1, West of the Fifth Meridian and lying adjacent to Section 12, Township 26, Range 2, West of the Fifth Meridian.

Appendix B

Chapter 4, Section 11
URBAN FRINGE

PLANNING PRINCIPLES

4.11.1

The purpose of the Urban Fringe Part is to protect future long-term growth options for urban municipalities and to act as a buffer between certain types of rural uses and urban development, which may be incompatible.

PROVISIONS

4.11.2

Except as may be prescribed in Chapter 5, the Urban Fringe Part contains all those lands which, at the time of ratification of this Plan, lie within:

(a) 5 miles from the boundaries of a city having a population of 100,000 or more persons;

(b) 2 miles from the boundaries of a city, town or village having a population of 1,000 or more persons but less than 100,000 persons;

(c) 1 mile from the boundaries of a town, village, or summer village having a population of less than 1,000 persons.

4.11.3

A regional plan amendment to change an Urban Fringe Part boundary shall satisfy the following criteria:

(a) that the purpose of the Urban Fringe Part as outlined in 4.11.1 continues to be met;

(b) that the proposed amendment has been agreed by the councils of the adjacent affected municipalities, or that the applicant has made reasonable attempts to obtain such agreement;

(c) that the following matters have been considered:

- the amount of undeveloped land within the affected urban municipality;
- the direction and amount of land required for future growth of the affected urban municipality;
- the likely rate of urbanization of the affected urban municipality;
- the growth policies contained in the applicable general municipal plan;
- major development plans in place (e.g. applicable area structure plans, subdivision and development proposals);
- available utility services and their limitations on the affected urban municipality;
- future population level of the municipalities;
- constraints to development (e.g. higher capability agricultural land, gas fields, Crown land, undevelopable land, land with high recreation potential and environmentally sensitive land).

Upon the ratification of the amendment, a schedule showing the amended boundary will be added to Chapter 5.

4.11.4

Uses are permitted in the Urban Fringe Part in accordance with the following categories:

(a) At the discretion of the municipality;

- existing development;
- the following uses where they are permitted by the land use designation under the land use bylaw in effect at the time of ratification of this Plan: country residential, hamlet expansion, rural industrial, and rural highway commercial;

- residential uses on the first lot separated from an unsubdivided quarter section, subject to Sections 4.4.8 and 4.4.9 of this Plan;
- extensive agricultural uses;
- intensive agricultural uses;
- institutional uses;
- country recreational lodges;
- country recreational centres;
- natural resource extractive industries;
- boarding kennels and similar uses.

The rural municipality shall make provision for notification of the adjacent urban municipality of redesignation applications for institutional and recreational uses, natural resource extractive industries and intensive livestock agricultural uses.

(b) Subject to a Regional Plan Amendment:

- country residential;
- hamlet expansion;
- rural industrial uses, excluding natural resource extractive industries;
- rural highway commercial uses, subject to the Subdivision Regulation;
- rural local commercial uses;
- recreation settlement.

(Amended April 30 and July 30, 1985.)

4.11.5

A Regional Plan amendment, required in accordance with Section 4.11.4, should be comprehensive in nature, in that it governs general land uses in the whole or a substantial portion of the Urban Fringe Part to which it relates.

4.11.6

A regional plan amendment for the Urban Fringe Part shall satisfy the following criteria:

(i) that the purpose of the Urban Fringe Part continues to be met;

(ii) that the proposed uses comply with the policies of this Plan and any municipal plans in place;

(iii) that the proposed amendment has been agreed by the council of the adjacent affected municipalities, or that the applicant has made reasonable attempts to obtain such agreement;

(iv) that the councils of the affected muncipalities have considered what land is required to protect future long-term growth options for the urban municipality, including reference to the following:

- historic growth rates and future population projections;
- the amount of developable land needed to acccommodate future population levels;
- policies in municipal statutory plans;
- development constraints on lands within and surrounding the urban municipality.

On ratification, a schedule illustrating general land uses will be added to Chapter 5 and related policies added to the text, as applicable.

4.11.7

Municipalities should prepare a joint general municipal plan as an appropriate means to guide future land use in the Urban Fringe Part.

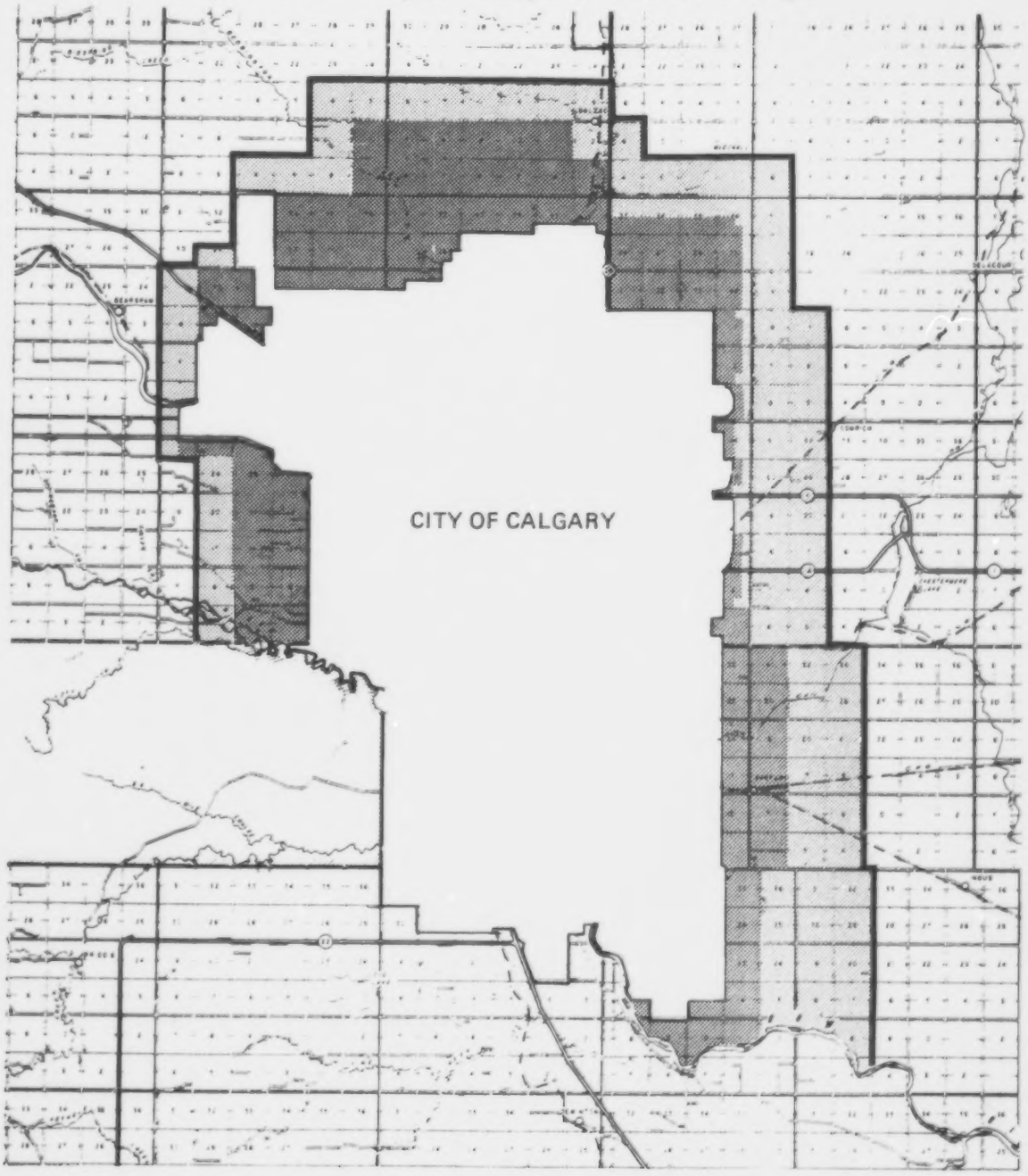
4.11.8

Nothing in the foregoing shall be interpreted as restricting the right to make a Regional Plan amendment application, in accordance with the Planning Act. In this regard, the Commission will accept site-specific applications to amend the Plan.

Staff/Report (C/R/Dec14)

Schedule

M.D. of Rocky View – City of Calgary Urban Fringe



Comprehensive urban fringe policies on next page.

SCHEDULE *
CITY OF CALGARY/M.D. OF ROCKY VIEW
COMPREHENSIVE URBAN FRINGE POLICIES

1. THE LANDS AS OUTLINED ON THE MAP AND LABELLED AS THE M.D. OF ROCKY VIEW - CITY OF CALGARY URBAN FRINGE ARE THE LAND AREAS DESIGNATED AT THE PRESENT TIME TO PROTECT THE FUTURE LONG-TERM GROWTH NEEDS FOR THE CITY OF CALGARY AND TO ACT AS A BUFFER BETWEEN CERTAIN TYPES OF RURAL USES AND URBAN DEVELOPMENT, WHICH MAY BE INCOMPATIBLE.

2. IN ACCORDANCE WITH THE DEFINITION OF THE URBAN FRINGE PART, THESE LANDS MAY ULTIMATELY BE PART OF THE URBAN CENTRE. THE EVENTUAL LAND USE WILL THEREFORE BE URBAN IN NATURE AND THE PLANNING POLICIES AND PRINCIPLES GOVERNING THESE LANDS IN THE INTERIM SHALL RECOGNIZE THIS. IN REVIEWING ANY LAND USE REDESIGNATION, SUBDIVISION OR DEVELOPMENT PROPOSALS FOR THESE LANDS, THE APPROVING AUTHORITIES SHALL CONSIDER BOTH THE IMMEDIATE AND THE LONGER TERM IMPACT OF THE PROPOSALS ON THE LOGICAL GROWTH SEQUENCE AND THE ORDERLY AND ECONOMIC EXPANSION OF CALGARY, BOTH IN TERMS OF EXISTING AND FUTURE LAND USE, TRANSPORTATION SYSTEMS, SERVICING NETWORKS AND OPEN SPACE REQUIREMENTS OF THE CITY.

3. THE MUNICIPAL DISTRICT OF ROCKY VIEW AND THE CITY OF CALGARY RECOGNIZE THAT THE MANAGEMENT OF THE ROCKY VIEW/CALGARY URBAN FRINGE WILL BE GOVERNED BY THE PLANNING PRINCIPLES AND POLICIES AS CONTAINED IN THE CALGARY REGIONAL PLAN AND THE PLANNING ACT WHEREIN THE ORDERLY, ECONOMICAL AND BENEFICIAL DEVELOPMENT AND USE OF LAND IS ENCOURAGED.

4. FOR THE PURPOSE OF IMPLEMENTING LAND USE AND SUBDIVISION POLICIES IN THE M.D. OF ROCKY VIEW - CITY OF CALGARY URBAN FRINGE, THE ACCOMPANYING MAP HAS BEEN DIVIDED INTO TWO AREAS AS FOLLOWS:

   AREA "A" IS THAT AREA ENCOMPASSING THE CITY OF CALGARY'S PROPOSED ANNEXATION AREA. WITHIN THIS AREA THE POLICIES AND PROCEDURES CURRENTLY SET OUT IN THE REGIONAL PLAN, EXCEPT AS NOTED BELOW, SHALL REMAIN IN FORCE UNTIL SUCH TIME AS THESE LANDS ARE ANNEXED TO THE CITY OF CALGARY.

* M.D. of Rocky View/City of Calgary Urban Fringe Policies; adopted by the Calgary Regional Planning Commission in December, 1988; not yet ratified by the Minister.

AREA "B" COMPRISES THE BALANCE OF THE ROCKY VIEW/CALGARY URBAN FRINGE AREA.

5. NOTWITHSTANDING PROVISION 4.11.4(B), NO REGIONAL PLAN AMENDMENT IS REQUIRED FOR COUNTRY RESIDENTIAL PROPOSALS THAT SATISFY THE FOLLOWING TWO CRITERIA:

   A) THE PARENT PARCEL IS 21 ACRES OR LESS IN AREA; AND

   B) THE PROPOSAL IS TO REDESIGNATE AND SUBDIVIDE UP TO 25% OF THE NET PARENT PARCEL FOR COUNTRY RESIDENTIAL USE, WITH THE BALANCE OF AT LEAST 75% OF THE NET PARENT PARCEL REMAINING IN ONE TITLE. FURTHER REDESIGNATION AND SUBDIVISION OF THE 75% BALANCE PARCEL WILL NOT BE PERMITTED UNLESS THE CITY AND THE M.D. OF ROCKY VIEW AGREE ON THE PROPOSAL OR A REGIONAL PLAN AMENDMENT IS APPROVED.

   "NET PARENT PARCEL" IS CONSIDERED TO BE THE PARCEL SIZE PRIOR TO ROADS AND RESERVES BEING DEDICATED. FOR PARENT PARCELS LARGER THAN 21 ACRES IN SIZE, FOR PARCELS CREATED LATER THAN APRIL 13, 1988, OR FOR THE SUBDIVISION OF MORE THAN 25%, A REGIONAL PLAN AMENDMENT IS REQUIRED, UNLESS THE M.D. OF ROCKY VIEW AND THE CITY OF CALGARY AGREE ON THE PROPOSAL.

   THIS CLAUSE ONLY APPLIES TO LANDS IN AREA "B" WHICH ARE NOT DESIGNATED FOR RESIDENTIAL USES AT THE TIME OF RATIFICATION OF THIS PLAN.

6. APPLICATIONS FOR SUBDIVISION OF LANDS WITH A RESIDENTIAL DESIGNATION AT THE TIME OF RATIFICATION OF THIS PLAN MAY BE DEALT WITH AT THE DISCRETION OF THE M.D. OF ROCKY VIEW.

7. NOTWITHSTANDING CLAUSE 5 OR SECTION 4.11.4(B), WITHIN BOTH AREAS "A" AND "B", IF THE CITY OF CALGARY AND THE M.D. OF ROCKY VIEW AGREE ON ANY PROPOSAL THEY CONSIDER TO BE A MATTER OF LOCAL JURISDICTION, NO REGIONAL PLAN AMENDMENT IS REQUIRED. IF THERE IS NO AGREEMENT, AN APPLICATION TO AMEND THE PLAN PURSUANT TO SECTION 4.11.6 MAY BE MADE.

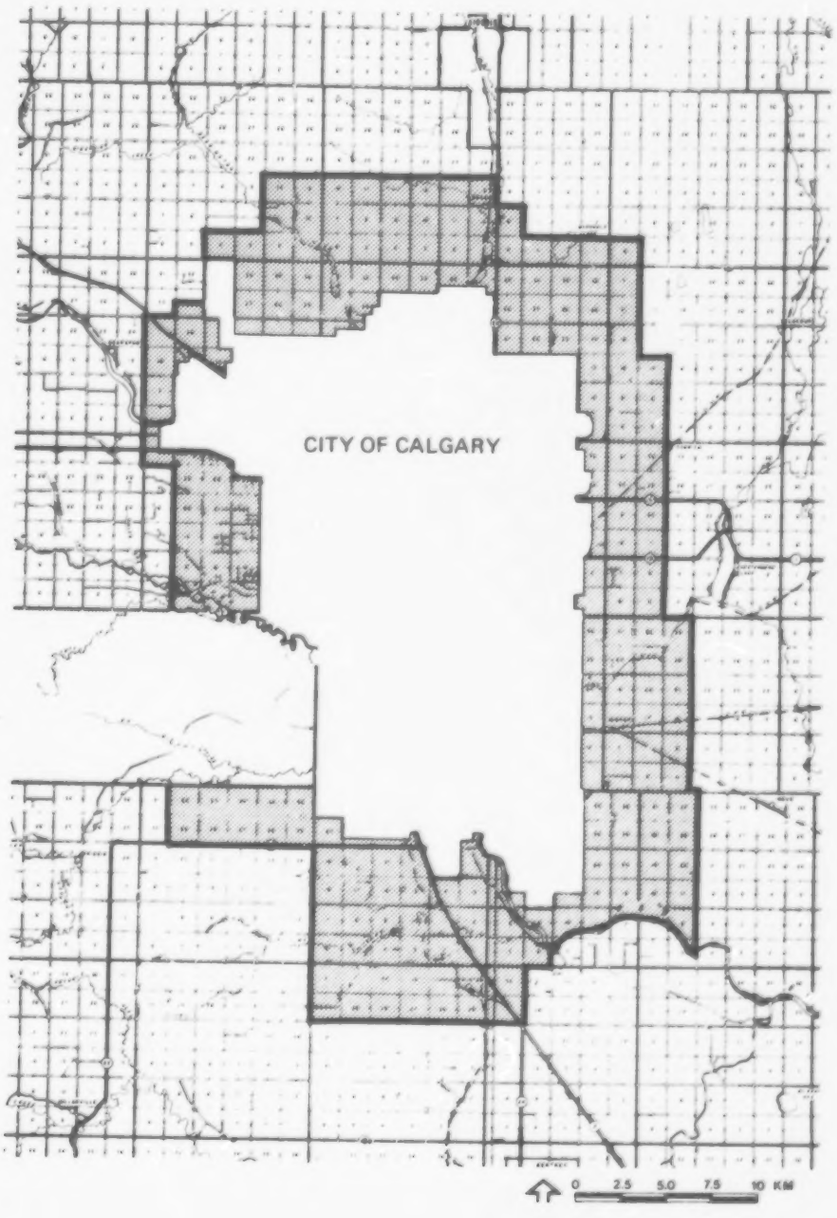
8. NOTWITHSTANDING SECTION 1.6.3(A), PARCELS 21 ACRES OR LESS IN AREAS "A" AND "B" WHICH WERE CREATED PRIOR TO APRIL 13, 1988 ARE DEEMED TO BE LOWER CAPABILITY AGRICULTURAL LAND WHEN ASSESSING PROPOSALS FOR COUNTRY RESIDENTIAL USE. WHEN THERE IS INTERMUNICIPAL AGREEMENT PURSUANT TO CLAUSES 5 AND 7, THESE PARCELS ARE ALSO CONSIDERED TO BE LOWER CAPABILITY AGRICULTURAL LAND.

9. WITHIN BOTH AREAS "A" AND "B" OF THE ROCKY VIEW/CALGARY URBAN FRINGE, APPLICATIONS FOR LAND USE REDESIGNATION, SUBDIVISION, AND DEVELOPMENT PERMITS FOR DISCRETIONARY USES, PLUS PUBLIC UNDERTAKINGS SUCH AS BUILDINGS, USES, UTILITIES AND SERVICES, SHALL BE REFERRED TO THE CITY OF CALGARY FOR COMMENT. REFERRAL SHALL OCCUR AT LEAST 30 DAYS PRIOR TO A DECISION BEING TAKEN, AND THE COMMENTS OF THE CITY SHALL BE GIVEN DUE CONSIDERATION BY THE RELEVANT DECISION-MAKING AUTHORITY IN RENDERING ITS DECISION.

10. RESERVE PARCELS (MUNICIPAL, SCHOOL, AND MUNICIPAL/SCHOOL) IN THE ROCKY VIEW/CALGARY URBAN FRINGE SHALL NOT BE DISPOSED OF WITHOUT PRIOR CONSULTATION WITH THE CITY OF CALGARY AND DUE CONSIDERATION OF THE CONCERNS THE CITY MAY PRESENT.

11. THE PRECEDING PROVISIONS ARE IN ADDITION TO THOSE CONTAINED IN THE CALGARY REGIONAL PLAN. OTHER RELEVANT SECTIONS OF THE PLAN WILL CONTINUE TO APPLY.

PROPOSED CITY OF CALGARY URBAN FRINGE



URBAN FRINGE ☐

SOURCE: CRPC IN CONSULTATION WITH THE M.D'S AND CITY

ERCB

APPENDIX C

Energy Resources Conservation Board
640 Fifth Avenue SW
Calgary, Alberta
Canada T2P 3G4
Telephone (403) 297-8311
Telex 03-821717

01 November 1988

Calgary Regional Planning Commission
4303 - 11 Street S.E.
Calgary, Alberta
T2G 4X1

Attention: Mr. J. Rusling

Dear Mr. Rusling:

CITY OF CALGARY ANNEXATION PROPOSAL

The Energy Resources Conservation Board has reviewed the City's proposal for annexation and offer the following comments.

In previous correspondence on this subject and related subjects regarding annexation of land in the eastern half of Calgary, the Board has expressed ongoing concern regarding community development encroaching upon existing sour gas facilities (see attachment). The Board continues to hold those views. The issue of safety is of the utmost importance when considering developing lands in proximity to hazardous resources, as well as the recognition of nuisance factors particularily for residential developments. The ERCB encourages municipal planning bodies to maintain the greatest separation distance as practicably possible in support of these concerns. At the very minimum, the Board recommends that the prescribed separation distances set out in ERCB Interim Directives ID 87-2 and ID 81-3 be adhered to. At the same time the Board will urge operators in the area to deplete their resources in an expedited fashion.

The ERCB recognizes the City's desire to aquire the subject lands for administrative purposes and strongly supports the amendment to Recommendation No. 6, through the addition of subclause (d), approved by City Council 24 May, 1988 which states:

> "the depletion of sour gas resources should occur in advance of urban development in these areas to minimize the potential for conflict."

Although the City has stated that they do not have a predetermined time frame whereby development might occur in the northeast, east and southeast (Recommendation 6(b)), the City must recognize that according to the present setbacks outlined by the ERCB and Subdivision Regulations, a portion of the area formerly referred to as the Markborough Properties, lies within the recommended setback distances from level 4 sour gas facilities. These setbacks would prohibit any type of development occurring on these lands. Additionally, with respect to the smaller pockets of lands extending the City's boundary to the east, again the Board encourages that these lands be left vacant until the sour gas resources have been depleted in that area, in order to maintain the added buffer between them and what would probably be an extension of a densely developed residential area.

2...

As you may be aware the Board has and continues to be involved in a series of extensive studies which attempt to model and test the impacts of a sour gas facility failure. The Board has commissioned an independent contractor to carry out these efforts. The program involves monitoring and analyses of the release of a harmless tracer gas at low wind speeds and stable atmospheric conditions. These field tests will be conducted over the next two months, however it is expected that the results will not be available until early 1989. The Board will ensure that Calgary Regional Planning Commission and the City of Calgary will be kept informed of the results of these tests, particularly as it relates to the subject proposal.

Thank you for the opportunity to comment on the annexation proposal, we trust our comments will be included in your report to the Local Authorities Board. Also please find enclosed a map of the Calgary area depicting the sour gas facilities found in the northeast segment.

Yours truly,

R. Mink
Board Member

CM/cmc